The Government of the
Republic of the Union of Myanmar
Ministry of Education

National Education Strategic Plan 2016-21

2016

The Republic of the Union of Myanmar
Ministry of Education

National Education Strategic Plan 2016–2021

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Foreword

Portait to be added

HE Daw Aung San Suu Kyi
State Counsellor
The Republic of the Union of Myanmar

Foreword

The purpose of Myanmar's national education system is to equip our students, youth and adult learners with the knowledge and skills they need to succeed in the 21st century. In the coming years we must aspire to establishing an accessible, equitable and quality national education system that helps all our students and learners to discover their talents, realise their full potential and develop a passion for learning that lasts them throughout their lives. Our education system must ensure that all our citizens achieve minimum national learning standards, learn how to think critically and creatively, gain leadership skills that enable them to help others in their communities, and understand, respect and fulfil the rights and responsibilities of all citizens.

Accessible and quality education is essential for our children to shape and grow their ideas, perceptions, behaviours and values. Education is the foundation for Myanmar's sustainable social and economic development. Education will play a key role in securing the lasting peace and security of the nation.

The national education system in Myanmar requires a major transformation in the coming years to meet the growing expectations and aspirations of our students, youth, parents and citizens. To this end, the Ministry of Education (MOE) of the Republic of the Union of Myanmar has developed and launched the National Education Strategic Plan NESP (2016-21) to provide a detailed roadmap for comprehensive and phased education reforms to be undertaken over the next five years.

Over the last three-and-a-half years the MOE, with the support of partner ministries, senior national advisers, national and international organisations, development partners and education stakeholders from across the country, has undertaken a landmark Comprehensive Education Sector Review (CESR). This remarkable initiative has helped the MOE widely discuss the challenges and opportunities to transform our education sector in order to provide students, youth and adult learners with educational opportunities that will enable them to fulfil their career and lifelong learning aspirations. A key achievement of the CESR initiative has been the publication of comprehensive, evidence-based and widely consulted National Education Strategic Plan (NESP). This important document will play a central role in focusing our collective efforts on meaningful and measurable change in the education sector for the benefit of all citizens and our country.

I would like to take this opportunity to thank MOE officials and CESR team members who have worked tirelessly over the last three-and-a-half years to successfully complete the three phases of CESR. I would also like to thank national CESR advisers who have provided invaluable strategic advice that has informed the drafting of the NESP. I express my sincere thanks to education development partners who have provided long-term support, technical assistance and funding for the CESR initiative since it was established in 2012.

Portait to be added

Following the successful implementation of the CESR we must now shift our collective focus to implementing NESP programmes. Furthermore, we must reach out and mobilise support from all education stakeholders across the country. Through working closely together over the next five years we can achieve a great deal to transform Myanmar's education system and substantially raise the learning standards of all our students.

HE Dr Myo Thein Gyi
Union Minister
Ministry of Education
The Republic of the Union of Myanmar

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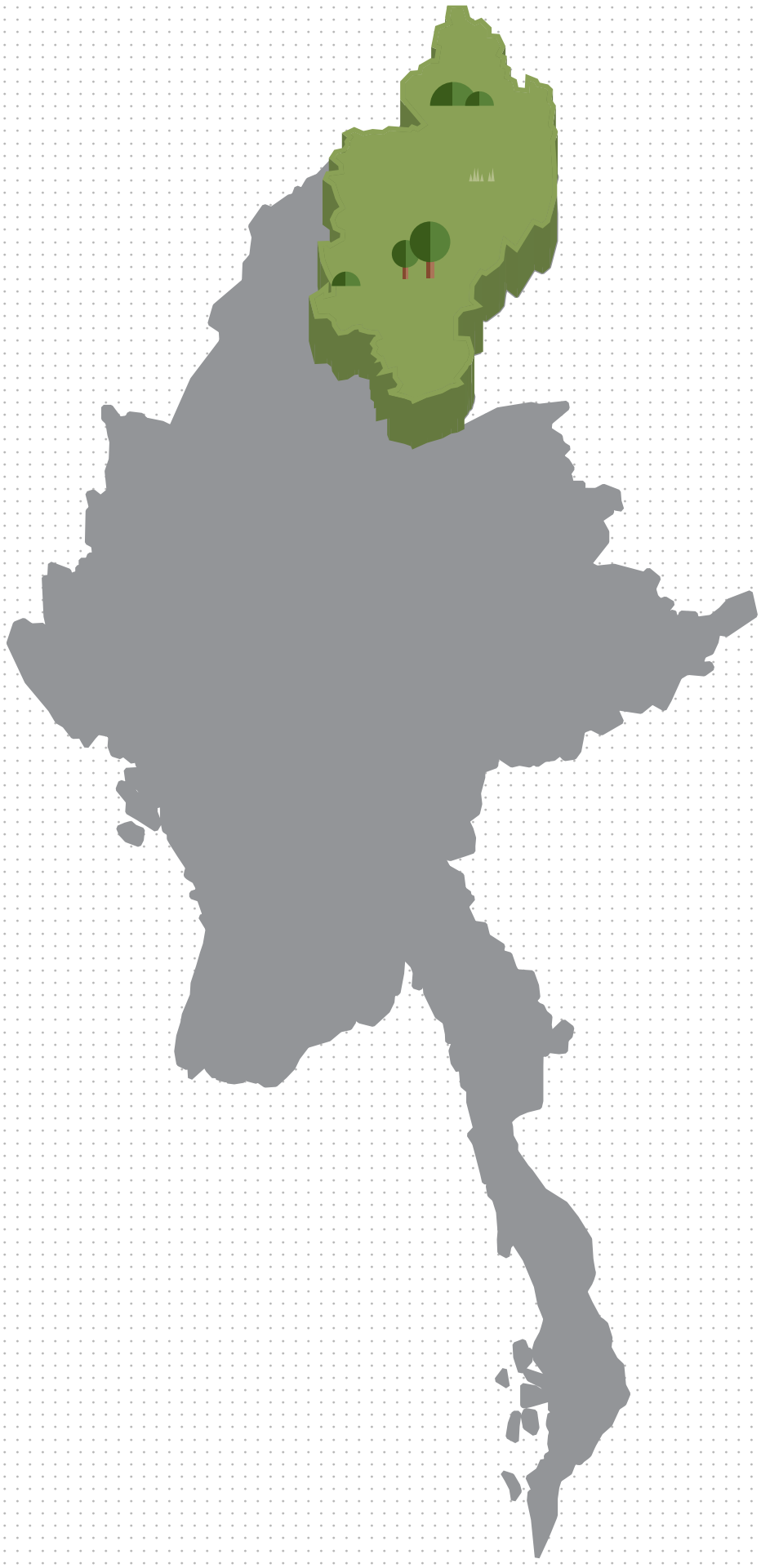
Executive Summary



Executive Summary

1.0 • Introduction

In today's global economy a nation's success depends fundamentally on the knowledge, skills and competencies of its people. Countries which invest in education are likely to reap substantial long-term benefits, such as greater economic and social prosperity.

Education provides individuals with the opportunity to improve their lives, become successful members of their communities and actively contribute to national socio-economic development. In Myanmar society education is traditionally valued as a key determinant for social mobility and it is widely recognised as a critical building block for nation building, national unity and sustainable development. Furthermore, education and poverty alleviation have been identified as two key drivers to support the democratic and peace-building process and to achieve the national goal of Myanmar becoming a upper Middle Income Country by 2030.

In recent years Myanmar's national education system has come under increased public scrutiny and debate due to growing expectations among students, parents, employers and citizens for education reforms that will improve access, quality, and equity in the main education sub-sectors — preschool, kindergarten, primary, secondary and alterative education, and technical, vocational and higher education.

Furthermore, there is broad consensus that major shifts are required in the coming years to transform the national education system and ensure that all students progress through the education cycle, achieve quality learning standards and fulfil their career and lifelong learning goals and aspirations.

In response to these expectations, the Ministry of Education (MOE) has undertaken a three-and-a- half year Comprehensive Education Sector Review (CESR) involving three phases: a rapid sector assessment (Phase 1); in-depth research and analysis of critical sub-sector challenges (Phase 2); and drafting and building ownership for an evidence-based and, costed National Education Strategic Plan (NESP) for the period 2016–21 (Phase 3).

The NESP provides the government, education stakeholders and citizens with a 'roadmap' for sector-wide education reforms over the next five years that will dramatically improve access to quality education for students at all levels of the national education system.

20 • NESP goal

The MOE commits to achieving the following NESP goal statement by the end of the 2020–21 financial year:

Improved teaching and learning, vocational education and training, research and innovation leading to measurable improvements in student achievement in all schools and educational institutions.

The three main reasons for this goal are as follows.

1 • High expectations from parents and students

There is universal consensus among education stakeholders consulted to develop the NESP that parents want their children to significantly improve their learning achievement at all levels of the national education system. To address these expectations wide-ranging reforms and innovative strategies and programmes will be undertaken over the next five years to improve student learning in all schools and educational institutions.

2 • Teachers have a key role to play in implementation of NESP reforms

There is convincing national and international research evidence that highlights the crucial role to be played by teachers in the successful implementation of the reforms outlined in the NESP. For example, in the basic education sub-sector teachers will play a key role in the successful roll-out of the new curriculum, as well as adoption of new interactive pedagogy and application of a new assessment system. Therefore, teachers have been placed at the centre of the NESP goal.

3 • TVET and higher education are fundamental for Myanmar's long-term social and economic development

High-quality technical and vocational education and training (TVET) that equips Myanmar's economy with a skilled and competitive workforce is vital for sustainable socio-economic development. In the coming years a large number of skilled employees will be needed for the agricultural, energy, manufacturing, infrastructure, livestock, fisheries and tourism sectors. To address this demand the TVET system will need to equip learners with the knowledge, skills and competencies to achieve their career aspirations and contribute to economic growth.

Higher education is responsible for nurturing skilled human capital needed in government, business and industry. Higher education institutions (HEIs) have a key role to play in undertaking research and incubating innovative and creative thinking needed for an economically and globally competitive society.

3.0 • The nine Transformational Shifts to achieve the NESP goal

The MOE has identified nine Transformational Shifts that will collectively contribute to the achievement of the NESP goal (see Diagram 1). A Transformational Shift is defined as high-level vision statement that describes a desired future state of a particular part of the education sector in Myanmar in 2021.

Importantly, these nine Transformational Shifts will enable the MOE to make significant advancement towards achievement of the Sustainable Development Goal for Education, namely: *SDG Goal 4: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.*

Diagram 1: NESP Goal and nine Transformational Shifts

4.0 • Main sub-sectors of the NESP

To successfully achieve the above 9 Transformational Shifts responsible departments of the MOE and relevant ministries will need to implement a series of complementary strategies and programmes in a well-co-ordinated manner across all sub-sectors. This is essential in order to realise greater efficiencies and better value for money for government and donor investments in the education sector.

The following section presents the sub-sector strategies that the MOE will implement to achieve the NESP goal and nine Transformational Shifts by the end of 2021.

4.1 • Preschool and kindergarten education

The government is committed to expanding access to quality preschool and kindergarten education, which together comprise early childhood care and development (ECCD), as an integral part of major ongoing social sector reforms and expanded national economic development. Many economists, child development specialists and social policy researchers in Myanmar and internationally have ranked funding for ECCD services as one of the most important social and economic investments a country can make in order to maximise investments in other education sub-sectors.

The National Education Law (NEL) (2014) states that ECCD "promotes the holistic development using developmentally appropriate methods for children from birth to age eight" (Chapter 1, Clause (n)), while preschool "is for children aged three to five years to develop their physical, intellectual, moral, social and psychological skills and prepare them for continuing into primary education" (Chapter 1, Clause (o)). In addition, the law states that Kindergarten is "education that promotes holistic development using appropriate methods for five year olds to ease their transition to first grade" (Chapter 1, Clause (p)). The NEL also stipulates "kindergarten will be regarded as the base level of Primary Education" (Chapter 5, Clause 16 (b)).

Currently, access to preschool in Myanmar lags far behind most other countries in the Asia Pacific Region. Limited access to quality preschool and kindergarten education negatively affects school readiness, student learning achievement, community wellbeing and national economic development.

The following four complementary and linked strategies will be implemented to achieve the Transformational Shift for preschool and kindergarten education (see Table 1).

Table 1: High-level results framework for preschool and kindergarten

Transformational Shift: All children get a head start on their learning pathway through accessing quality preschool and kindergarten education				
Strategies	Strategy 1: Strengthen governance and co-ordination of preschool services	Strategy 2: Expand access to preschool services for children in rural and remote areas	Strategy 3: Improve preschool quality to better prepare children for primary school	Strategy 4: Implement quality kindergarten education
End Outcomes	Better governance and co-ordination of preschool services by ECCD Committees results in effective delivery of preschool education	Improved access to quality preschool services for children aged three to five years, living in rural and remote areas	Children are better prepared for entrance at kindergarten after attending preschool	Successful transition to Grade 1 by children who have completed one year of kindergarten

4.2 • Basic education reforms for the 21st century

The MOE has developed a Conceptual Framework for Basic Education Reforms (see Diagram 2) to show the key linkages between the main basic education sub-sector reform areas:

(i) Access, quality and inclusion;

(ii) Curriculum;

(iii) Student assessment and examinations; and,

(iv) Teacher education and management.

There are four important principles represented in this framework.

Principle 1: Maximising improvements in student learning achievement through a sequenced and integrated approach to programme implementation

This principal highlights the importance of effective sequencing and coordination of strategic reforms in the basic education, curriculum, student assessment and examinations and teacher education and management sub-sectors over the next five years. Reforms in these sub-sectors must be undertaken through a fully harmonized approach as they are all interrelated.

Principle 2: Dynamic accountability relationships to improve student learning

The successful implementation of the basic education reforms are entirely dependent on dynamic accountability relationships operating between education stakeholders across all levels of the national education system. For example, township education officers demand accountability for improved teaching and learning in schools from head teachers and, conversely, head teachers demand quality in-service training for their teachers and school quality grants from township officers.

Principle 3: Enabling township and school-based decision-making policy reforms

Head teachers and parent teacher associations (PTAs) all need to be empowered and given greater decision-making to be able to make changes in their school to support the successful implementation of the basic education reforms. In addition, township education officials need to be empowered to support schools to implement the basic education reforms.

Principle 4: Mechanisms to empower schools to sustain the basic education reforms

The MOE has identified School Improvement Plans, School Quality Assurance Assessments and school quality grants as the key mechanisms to empower schools to support and sustain implementation of the basic education reforms.

The following three complementary and linked strategies will be implemented to achieve the four principles listed in the Conceptual Framework for Basic Education Reforms (see Table 2).

4.3 • Basic education – access, quality and inclusion

Increasing access to quality basic education is vital for Myanmar's growth and equity. The NEL (2014) recognises the right of all citizens to education, and in particular free, compulsory primary education. The law also: mandates the establishment of an education quality assurance system; extends the basic education system to 13 years (including a Kindergarten year); allows for the learning of ethnic languages and culture, and the use of ethnic languages as a classroom language; provides a definition of, as well as a commitment to, inclusive education and commits to a decentralised education system. A number of other types of non-government basic education schools are also recognised by the NEL.

Despite the reform achievements over the last few years the basic education system continues to face major challenges relating to school access, retention, inclusion, equity and quality assurance of education standards.

The following three complementary and linked strategies will be implemented to achieve the Transformational Shift for basic education (see Table 3).

Diagram 2: Conceptual framework for basic education reforms

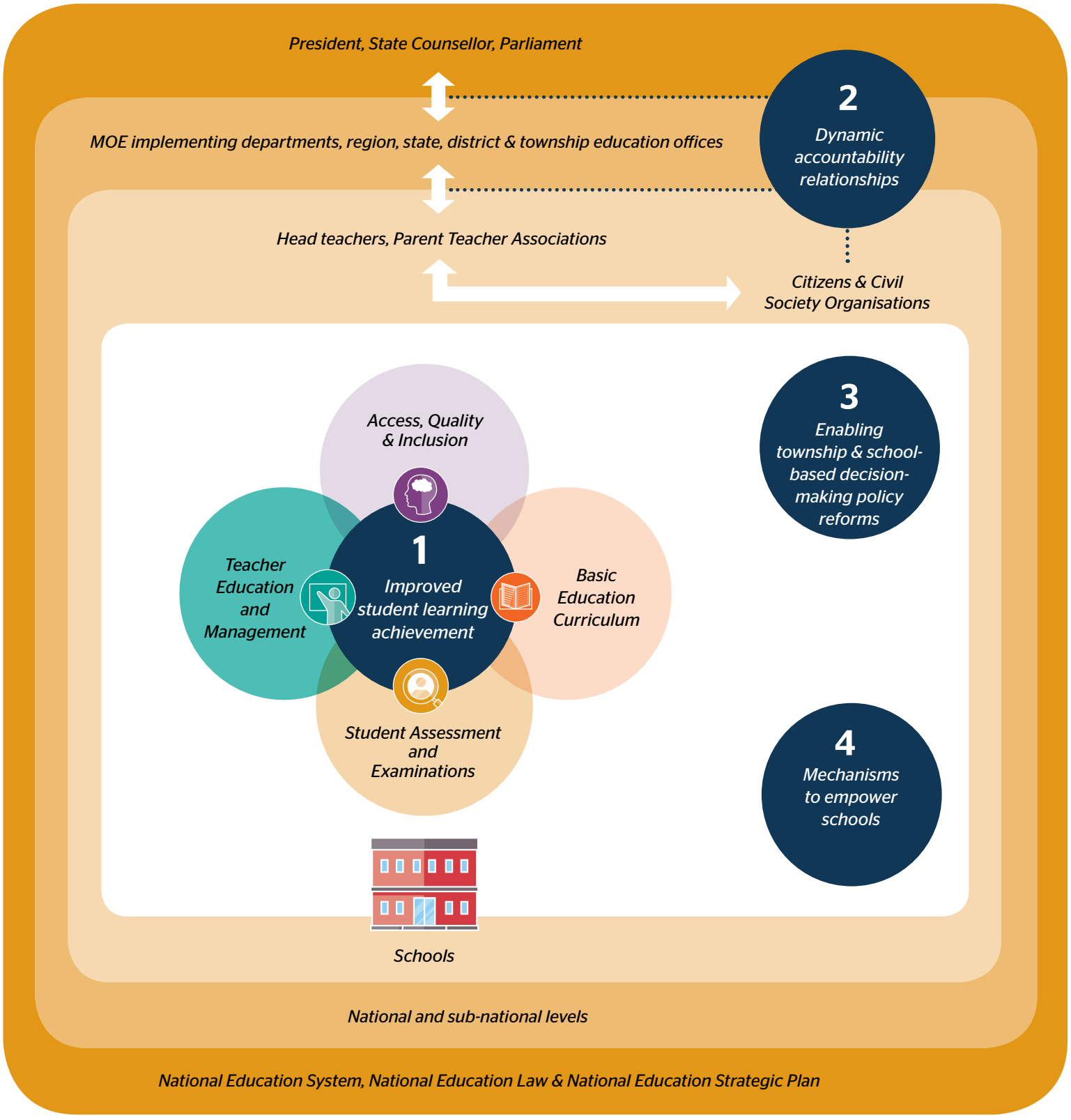


Table 2: High-level results framework for basic education reforms for the 21st century

Transformational Shift :	*All children can access, progress through and successfully complete quality basic education*		
Strategies	Strategy 1: Strengthening policy, legislation and systems	Strategy 2: Strengthening partnerships	Strategy 3: Advocacy and communication
End Outcomes	Head teachers and PTAs are empowered and enabled by the Decision Making in Schools and Townships Policy to improve classroom teaching and student learning achievement	Increased participation by different education service providers and partner organizations in the basic education sub-sector	Education stakeholders across the country are aware and support the National Education Strategic Plan

Table 3: High-level results framework for basic education

Transformational Shift: All children can access, progress through and successfully complete quality basic education			
Strategies	Strategy 1: Enable universal access to free basic education	Strategy 2: Support compulsory and inclusive education	Strategy 3: Improve school quality through a national school-based quality assurance system
End Outcomes	All children, boy and girls access primary, middle and high schools	Students complete primary, middle and high school level Drop-out students are supported to re-enrol and stay in school	Significant improvements experienced by students in their school and classroom learning environment

4.4 • Basic education curriculum

A quality basic education curriculum is a critical building block for Myanmar's socio-economic development and it is an essential pre-requisite for the provision of quality education and the improvement of student learning achievement.

A key curriculum reform challenge is to develop and successfully implement a new basic education curriculum at primary, middle and high school levels that is more relevant to all students, thereby motivating them stay in school and complete basic education. The new curriculum must focus on 21st century skills, soft skills (including personal development and employability skills) and higher order thinking skills.

Importantly, the new curriculum must reduce the content to a manageable level to ensure that there is sufficient time: (a) for teachers to adequately cover the full curriculum within each academic year; and (b) for students to understand new concepts and to develop higher order thinking skills appropriate for Myanmar's modern economy and changing society needs.

The following three complementary and linked strategies will be implemented to achieve the Transformational Shift for basic education curriculum (see Table 4).

Table 4: High-level results framework for the basic education curriculum

Transformational Shift: All school children develop knowledge, skills, attitudes and competencies that are relevant to their lives, and to the socio-economic development needs of 21st century Myanmar			
Strategies	Strategy 1: Redesign the basic education curriculum emphasising 21st century skills	Strategy 2: Build the professional capacity of curriculum development teams	Strategy 3: Implement the new curriculum through strengthened curriculum management, dissemination and monitoring and evaluation systems
End Outcomes	Students appreciate and respond to a more relevant basic education curriculum that emphasizes 21st century skills Teachers and students actively and successfully use new curriculum materials, including textbooks and teacher guides	Curriculum development teams apply competencies (knowledge, skills and attitudes) to develop a new basic education curriculum and linked curriculum materials, that incorporates 21st century skills, soft skills and higher order thinking skills Basic education teacher competencies are applied to teach the new curriculum following orientation training	Curriculum development teams successfully manage and monitor implementation of the basic education curriculum, address documented challenges and ensure the on-time delivery of textbooks and teacher guides All basic education teachers successfully implement the new curriculum through actively using new teaching and learning materials (textbooks and teacher guides) Improved student learning achievement through implementation of the revised basic education curriculum Increased awareness and support among parents and the general public about the new curriculum

4.5 • Student assessment and examinations

A key focus of assessment reforms under the NESP is a move away from a system focused on the accurate repetition of acquired content knowledge to a more balanced system that assesses student learning progress against national learning standards.

This shift is in line with international research that demonstrates the importance of monitoring a student's ability to engage in and complete complex thinking and problem-solving tasks and to develop self-learning skills. These are skills that students need for personal and professional development. They are also essential skills for a golbally competitive workforce. An effective assessment system can help a country to improve the equity of their education system, through identifying areas where students need greater support.

The following two complementary and linked strategies will be implemented to achieve the Transformational Shift for student assessment and examinations (see Table 5).

Table 5: High-level results framework for student assessment and examinations

Transformational Shift: Teachers and education managers implement a quality assessment system to improve student learning achievement		
Strategies	Strategy 1: Improve assessment and examinations	Strategy 2: Strengthen co-ordination, management and monitoring
End Outcomes	Teachers and education managers apply new professional knowledge and skills to successfully implement the National Assessment Policy and procedures	Better co-ordination, management and monitoring by education personnel involved in assessment and examinations

4.6 • Teacher education and management

Improving the quality of teaching is essential to achieve national student learning standards. This demands an integrated approach to teacher education and management reform. In high-performing education systems in countries worldwide, teachers have a central role to play in improving educational outcomes. International research shows that the way that teachers teach has a greater effect on student learning outcomes than any other factor. The National Education Law (NEL) (2014) and NEL Amendment (2015) provide a clear legal framework for progressive, integrated and comprehensive teacher education and management reforms.

Currently, teacher deployment and promotion are not linked to performance but instead are based on years of experience, and teachers are promoted upwards through the levels of the basic education system, away from primary schools. This drains quality teachers from primary schools where they are most needed. Recently recruited daily wage teachers, who receive less formal training, are often sent to the most remote primary schools, meaning that these schools have the least experienced teachers. The KG+12 expansion of basic education will require additional teachers to be placed using an evidence-based teacher management, planning and deployment system.

The planned introduction of a new basic education curriculum will demand establishment of a quality, cost-effective in-service training programme that can train all teachers on how to use new curriculum materials and sustain changes in pedagogy. In addition, pre-service teacher education also requires complementary reforms to enable teaching that bridges theory and practice and encourages self-reflective practice.

The following three complementary and linked strategies will be implemented to achieve the Transformational Shift for teacher education and management (see Table 6).

Table 6: High-level results framework for teacher education and management

Transformational Shift: Teachers support, develop and apply interactive classroom teaching and learning benefiting all students			
Strategies	Strategy 1: Strengthen teacher quality assurance and teacher management	Strategy 2: Improve the quality of pre-service teacher education	Strategy 3: Improve the quality of in-service teacher professional development
End Outcomes	Teachers achieve Teacher Competency Framework standards after attending teacher training courses Teachers gain equitable opportunities as a result of implementation of teacher recruitment, deployment and promotion policy and system	Graduating teachers deliver interactive teaching in basic education schools and achieve Teacher Competency Framework standards Revised curriculum is implemented at TEIs; Specialised education degree courses are established in teacher education institutions	In-service teachers actively participate in teaching and mentoring activities implemented by teacher trainers and mentors, and then deliver interactive teaching in basic education schools, and achieve Teacher Competency Framework standards

4.7 • Alternative education (AE)

Without question, many of the millions of Myanmar youth who have dropped out of school have the talent, ability and aspirations for a better future and they would greatly benefit from being able to access well-designed alternative education pathways, which will enable youth to transition high school, TVET, higher education and employment.

Alternative education is an integral part of high-performing education systems in countries around the world. Alternative education differs from the formal education system in its flexibility to accommodate the needs of different groups of learners who have restricted access to formal schooling. However, a key similarity between formal and alternative education is equivalency in learning standards. This is essential to enable learners to transition easily between both systems.

Currently, the education system in Myanmar does not meet the needs of all learners. An estimated 2.7 million learners (aged five to 16 years) have either never enrolled in school or have dropped out of the formal education system, and an estimated 3.5 million adults (over the age of 15) are illiterate.

Out-of-school youth is a tremendous pool of talent and potential that can help close the skills gap in Myanmar and greatly contribute to the country's productivity and competitiveness. These youth deserve a second chance to achieve their learning and career aspirations. In response the MOE will put in place accessible alternative education pathway options that provide out-of-school youth with the competencies and credentials that will open the door to higher wages and lifelong learning opportunities.

The MOE has developed and Alternative Education Pathways Map to show the multiple and interconnected pathways for students to access alternative education and to progress to employment opportunities (see Diagram 10.1, pages 162-163).

The following three complementary and linked strategies will be implemented to achieve the Transformational Shift for alternative education (see Table 7).

Table 7: High-level results framework for alternative education

Transformational Shift: Learners can access and graduate from quality-assured, certified and nationally credentialed alternative education programmes to achieve their learning and career aspirations			
Strategies	Strategy 1: Strengthen co-ordination and management	Strategy 2: Expand access through multiple AE pathways	Strategy 3: Strengthen the quality of AE programmes
End Outcomes	Non-governmental organisations (AE providers) partner with the MOE to deliver quality non-formal primary and middle school education equivalency programmes and other AE programmes for out-of-school learners	Learners enrolled in non-formal primary education equivalency and middle school education programmes, as well as all other government-approved AE programmes, graduate and receive government-approved certificates, which recognise their achievements and enable continuous learning	AE providers use the findings from annual Quality Standards Assessments to improve the implementation of AE programmes and achieve minimum national quality standards

4.8 • Technical and vocational education and training (TVET)

The main objective of TVET is to equip learners with the knowledge, skills and competencies that will enable them to find employment and achieve their career aspirations. High quality TVET that equips Myanmar's economy with a skilled and competitive workforce will contribute to the economy's sustainable growth.

Myanmar's TVET system needs to develop a highly qualified workforce for the domestic economy in emerging industrial and service sectors, and ensure that skilled workers are able to achieve international and ASEAN TVET skills standards. The system also needs to provide appropriate and demand-specific training for citizens seeking employment and self-employment within the less developed sectors of Myanmar's economy. In 2015, the country had an increasing demand for skilled labour in the agriculture, energy/extractive, manufacturing, infrastructure, and tourism/hospitality sectors.

The following three complementary and linked strategies will be implemented to achieve the Transformational Shift for TVET (see Table 8).

Table 8: High-level results framework for TVET

Transformational Shift: More learners can access TVET and graduate from quality-assured and labour market-responsive TVET programmes under a more effective TVET management system			
Strategies	Strategy 1: Expanding access to TVET for various target groups including ethnic and disadvantaged populations and people with disabilities	Strategy 2: Strengthening the quality and relevance of TVET	Strategy 3: Strengthening TVET management
End Outcomes	Increased access to TVET opportunities for most TVET learners More TVET opportunities for students in rural areas on a par with urban areas More opportunities for students for bridging between levels of TVET More stipend and scholarship programmes for TVET students More pathways for students from TVET to higher education	TVET managers and management staff improve the management of TVET institutions Trained pre-service and in-service teachers develop new competencies to teach in alignment with competency standards Graduates achieve skill sets and levels required by industries TVET curricula in place that meet local needs Quality-assured TVET institutions and graduates achieve national skills standards	Better co-operation among ministries, and between government and private sector under the co-ordination of a TVET Council Effective financial management by ministries due to an established financial management system that facilitates budget flow Improvement in data management system collection, analysis, reporting and evidence-based decision-making by TVET managers Senior government officials and industry representatives use research data to strengthen policies and programmes PPP programmes improve access and quality of TVET

4.9 • Higher education

Higher education is fundamental to a country's social and economic development. Higher education is responsible for nurturing skilled human capital needed in government, business and industry. Higher education institutions (HEIs) incubate the innovative and creative thinking needed for an economically competitive society.

In order to sustain economic growth and compete in the global economy, Myanmar's HEIs will be reformed to enable greater knowledge production and to develop highly skilled research centres to support social and economic development.

The following three complementary and linked strategies will be implemented to achieve the Transformational Shift for higher education (see Table 9).

Table 9: High-level results framework for higher education

Transformational Shift: Students have equitable access to a world-class higher education system, leading to better opportunities for employment and significant contributions to a knowledge-based economy			
Strategies	Strategy 1: Strengthen higher education governance and management capacity	Strategy 2: Improve quality and relevance of HEIs	Strategy 3: Expand equitable access to higher education
End Outcomes	Strengthened governance and management by officials from MOE and line ministries and managers of HEIs improves access to quality higher education	Non-academic staff deliver effective administration; academic staff deliver effective teaching and undertake quality research	Equitable access for students to HEIs regardless of their socio-economic background

4.10 • Management, capacity development and quality assurance

The MOE has undertaken an extensive analysis of the NESP evidence base and identified five strategic drivers of change that will facilitate and sustain education reforms outlined in the NESP over the long term. The drivers of change are:

1. Ministry of Education Quality Assurance System (MQAS)
2. Sector-wide, sub-sector and sub-national co-ordination mechanisms
3. Management structures, systems and tools
4. Human resource capacity
5. Evidence-based decision making

The NEL (2014) and NEL Amendment (2015) provide a unifying national vision to strengthen co-ordination, management structures and systems across the MOE.

The following three complementary and linked strategies will be implemented to achieve the Transformational Shift for management, capacity development and quality assurance (see Table 10).

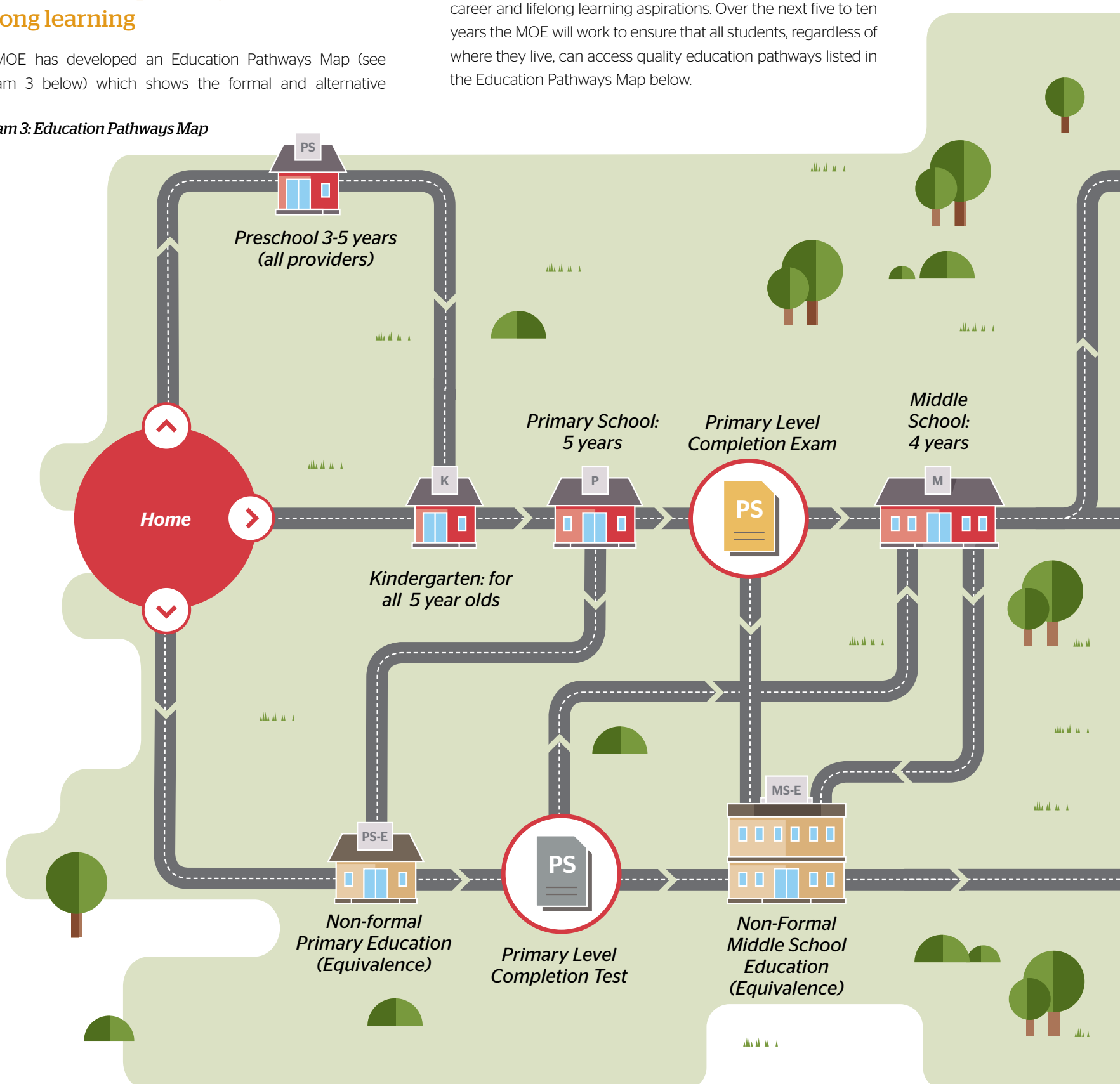
Table10: High-level results framework for management, capacity development and quality assurance

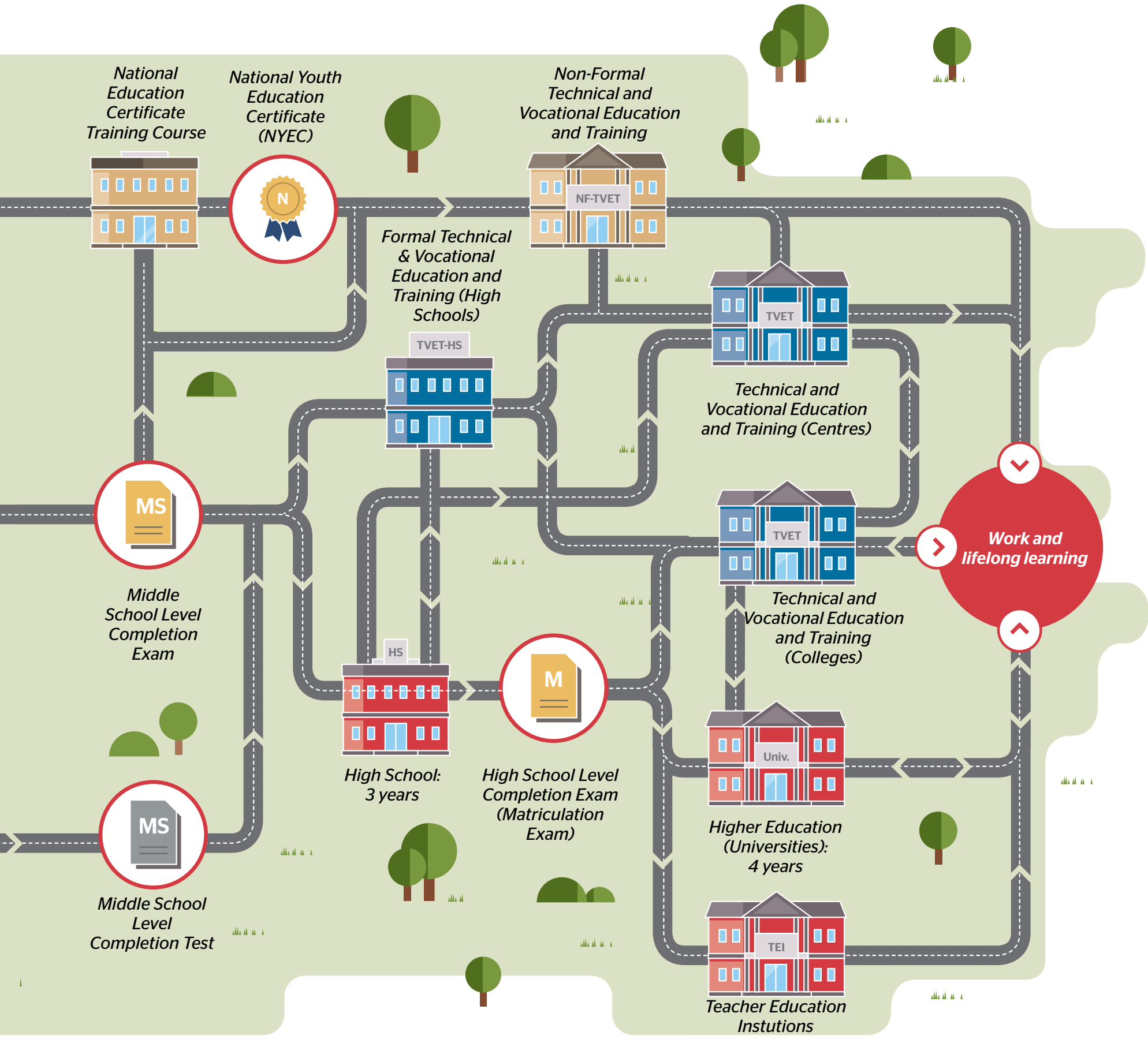
Transformational Shift: Education managers at all levels apply evidence-based decision making and demand accountability for improved teaching and learning in schools and educational institutions			
Strategies	Strategy 1: Strengthen and sustain sector-wide, sub-sector and sub-national co-ordination mechanisms	Strategy 2: Strengthen education sector management structures, systems and tools	Strategy 3: Strengthen the capacity of education mangers to successfully undertake education reforms
End Outcomes	Active and constructive participation by government ministries and non-governmental stakeholders in sector-wide, sub-sector and sub-national co-ordination mechanisms improve access to quality education	Empowered education managers make evidence-informed decisions and hold schools and educational institutions to account for their performance	Improvement among education managers in terms of knowledge and skills to successfully implement their NESP programmes and budgets

5.0 • Education pathways for work and lifelong learning

The MOE has developed an Education Pathways Map (see Diagram 3 below) which shows the formal and alternative education pathways that students can take to achieve their career and lifelong learning aspirations. Over the next five to ten years the MOE will work to ensure that all students, regardless of where they live, can access quality education pathways listed in the Education Pathways Map below.

Diagram 3: Education Pathways Map




National Education Certificate Training Course
National Youth Education Certificate (NYEC)
Non-Formal Technical and Vocational Education and Training
NF-TVET
Formal Technical & Vocational Education and Training (High Schools)
TVET-HS
TVET
Technical and Vocational Education and Training (Centres)
TVET
Technical and Vocational Education and Training (Colleges)
Work and lifelong learning
MS
Middle School Level Completion Exam
HS
High School: 3 years
M
High School Level Completion Exam (Matriculation Exam)
Univ.
Higher Education (Universities): 4 years
MS
Middle School Level Completion Test
TEI
Teacher Education Instutions

6.0 • Financing the NESP

In recent years the government has increased public spending on education (the education sector budget increased by 351 per cent between 2011–12 and 2015–16). In addition, there have been notable efforts made to prioritise quality-focused investments across the sector, such as instructional materials and school infrastructure. Furthermore, civil servants salaries have been increased nearly fourfold between 2011–12 and 2014–15.

The NESP presents preliminary estimates of the future cost of education provision over five years (2016–21) based on two performance scenarios – low and high performance. Each scenario includes the regular costs for operating the national education system, such as personnel, operational and regular capital costs, and the costs of NESP strategies, programmes and programme components.

The low performance scenario illustrates how much education services will cost over the next five years (2016–17 to 2020–21) if 80 per cent of NESP programme activities and system targets are implemented. Under this scenario the annual cost of education more than doubles over the five-year period to 14,474,663 million MMK. The high performance scenario involves a wider range of NESP programme activities and higher system targets. The total cost of this scenario is 15,300,032 million MMK.

A key finding from the NESP financing analysis is that delivering improved access to quality education services across all sub-sectors will require a combination of better use of existing education finance and continued expansion of investments across the sector.

7.0 • Phased implementation of the NESP

The NESP provides an overall strategic reform agenda for the period 2016–21. However, the MOE recognises that many of these reforms listed will take longer than five years to successfully implement. In response to this situation the MOE will undertake a phased approach to implementation of the NESP.

Phase 1 (2016–21) will focus on establishing and implementing priority reforms that will directly contribute to the achievement of the NESP goal and nine Transformational Shifts. Phase 2 of the NESP (2022–27) will aim to successfully complete priority reforms from Phase 1, and implement additional complementary reforms to further achieve the NESP goal and Transformational Shifts.

Under Phase 1 of the NESP the MOE will identify priority reforms on an annual basis and list them in a NESP Annual Priorities Plan. This planning tool will enable the MOE to adjust course and respond to major changes in the education sector that have occurred over the previous 12 months, such as new policy announcements, new performance data and/or research findings and unexpected events, such as natural disasters.

Countries with high-performing education systems have identified flexibility in responding to changes in the local education context as an inportant factor in successful reform implementation. Therefore, the MOE will apply this important lesson through developing and implementing an NESP Annual Priorities Plan.

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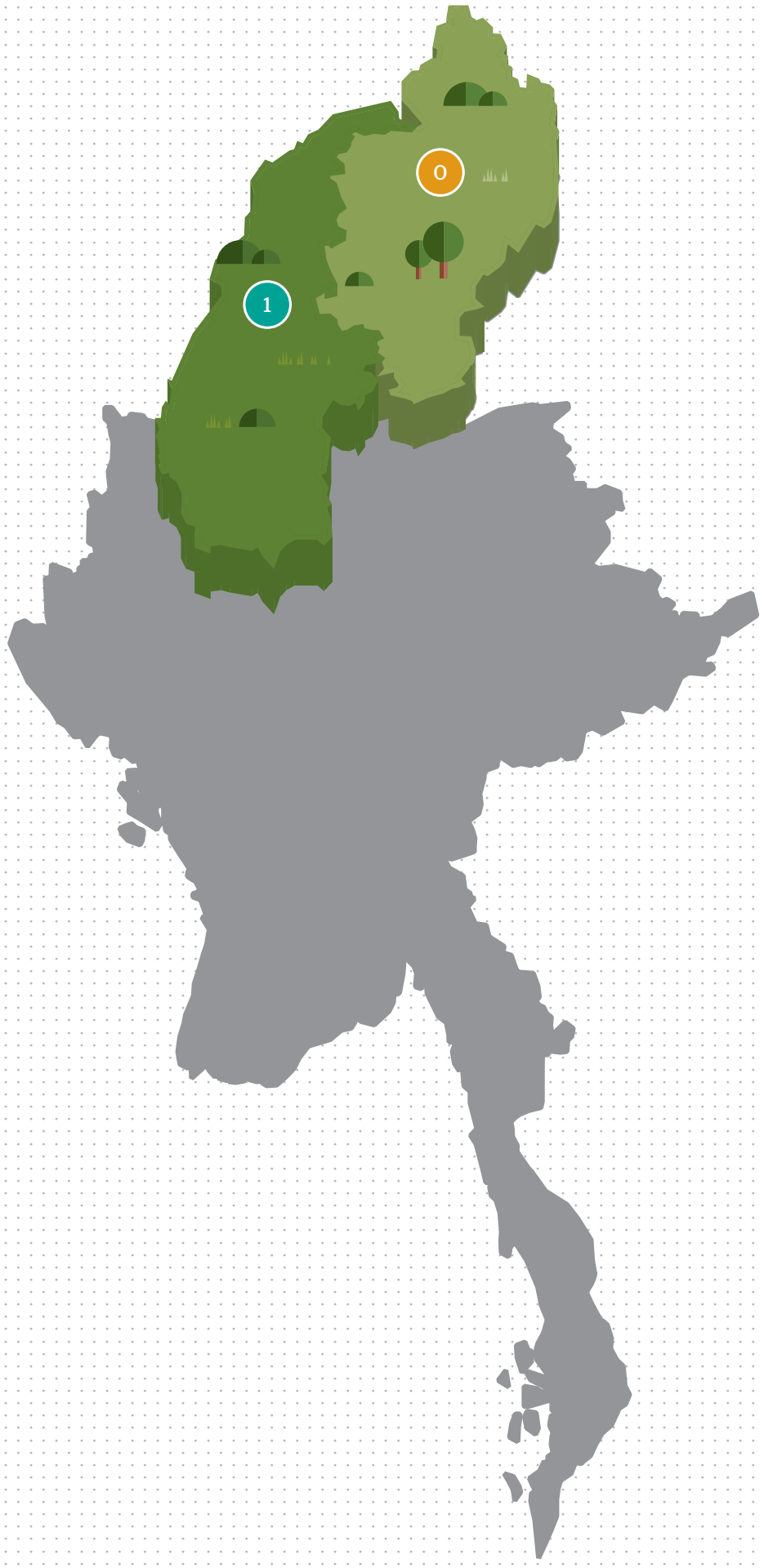
General background on Myanmar's education system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CHAPTER 1

General background on Myanmar's education system

1.0 • Myanmar – a country in transition

Myanmar has embarked on a period of profound political, economic and social change involving three major transitions to: a democratic governance system, a market-oriented economy, and peace within its border areas. These transitions have the potential to create opportunity and shared prosperity for the people of Myanmar that will enable the country to resume its place as one of the most dynamic economies in Asia.

As the largest country in mainland Southeast Asia, Myanmar has one of the lowest population densities in the region, with fertile lands, significant untapped agricultural potential, and a rich endowment of natural resources. Its geographic location at the intersection of China and India, two of the world's most dynamic economies, makes it well positioned to regain its traditional role as a regional trading hub and a key supplier of minerals, natural gas and agricultural produce, as the country continues to emerge from decades of political and economic isolation.

In recent years the government has launched an ambitious and wide-ranging series of economic, political and governance reforms that are impacting all aspects of Myanmar society. In the social sectors major reforms have been undertaken to improve access to quality basic social services for all citizens.

The government has identified education and poverty alleviation as key drivers to support the democratic and peace-building process and achieve the national goal of Myanmar becoming a Middle Income Country by 2030.

The government recognises that quality and accessible education, through multiple formal and alternative education pathways, are essential to enable students to achieve their career and lifelong learning goals and aspirations. Furthermore, the government understands that education plays a central role in economic growth and national development.

In today's global economy a nation's success depends fundamentally on the knowledge, skills and competencies of its people. Countries that invest in education are likely to reap substantial long-term benefits with greater economic and social prosperity. Education is also fundamental to nation building and national unity. It provides individuals with the opportunity to improve their lives, become successful members of their communities and actively contribute to national development.

1.1 • General background on Myanmar's education system

The following section provides a brief overview of the situation of the education sector in Myanmar.

1.1.1• Early childhood care and development (ECCD)

The MOE and the Ministry of Social Welfare, Relief and Resettlement (MSWRR) are the lead ministries involved in the provision of ECCD services. In addition, there are a number of non-governmental and private sector organisations actively supporting communities with the provision of ECCD services.

1.1.2 • Basic education

The current basic education system comprises of five years of primary education (KG to Grade 4), four years of lower secondary and two years of upper secondary education. There are currently 47,363 basic education schools in Myanmar reaching approximately 9.26 million students. The majority of these schools are managed by the Department of Basic

Education within the MOE. (see Table 3.1 below). In addition, a significant percentage of students access basic education through monastic, private, community and ethnic education schools. The number of schools, teachers and students in the basic education system in the 2015-16 Academic Year are listed in Table 3.1 below.

1.1.3 • Alternative education (AE)

The MOE provides access to alternative education through a NFE Primary Education Equivalency Programme (NFP EP) for out-of-school children and a Summer Basic Literacy Programme (SBLP) for adults. The NFP EP is currently being implemented in 89 townships where it is reaching 11,234 learners. The SBLP was restarted in 2013 and it reached 22,444 learners. This figure doubled in 2014 to 46,478 learners.

1.1.4 • Higher education

Myanmar has 158 higher education institutions (HEIs) (colleges, degree colleges and universities), which are overseen by 8 ministries. In the 2015 academic year, there were 225,178 students studying full-time in HEIs under the responsibility of the MOE, while an additional 411,164 students were accessing higher education through Distance Education Universities.

1.1.5 • TVET

Access to technical and vocational education and training in Myanmar is provided by relevant ministries and the private sector through 372 technical and vocational education and training centres.

Table 1.1: Number of schools, teachers and students in basic education

School category	No. of basic education schools (2016)	No. of basic education teachers (2016)	No. of basic education students (2016)
Upper secondary	3,513	34,393	873,832
Lower secondary	6,224	129,945	2,795,607
Primary	35,650	158,176	5,184,041
Monastic	1,538	11,044	297,039
Private	438	7,397	107,451
Total	47,363	340,955	9,257,970

1.2 • Achievements

The commitment of the government to expanding access to quality education can be seen in the wide-ranging reforms and national programmes that have been successfully undertaken by the MOE over the last four years. This section presents a selection of some of the major achievements during this period.

1.2.1 Evidence-based legislation and five-year strategic plan

Over a period of three-and-a-half years the MOE has undertaken a Comprehensive Education Sector Review (CESR) to assess the strengths and weaknesses of the national education system and develop an evidence-based National Education Strategic Plan (NESP) for the period 2016-2021. The CESR initiative was supported by Education Working Groups (EWG) that were established to undertake an in-depth policy review and make recommendations for drafting the National Education Law and linked sub-sector laws.

The CESR and EWG mechanisms were pioneering initiatives for a number of reasons. Firstly, and most importantly, they established an international-standard, high-quality and extensive evidence base upon which to draft new education legislation and a five-year strategic plan. Secondly, they ensured that MOE education experts, as well as affiliated experts from higher education institutions, led, coordinated, researched and authored key background reports to inform the new legislation and the NESP. Thirdly, they established a transparent and efficient mechanism to document strategic advice from national and international technical experts, as well as national and international organisations supporting the education sector in Myanmar.

Fourthly, they built the capacity of MOE officers in evidence-based strategic planning, through learning by doing. Fifthly, they established and applied participatory and consultative approaches that established broad ownership among education stakeholders across the country.

The main outputs of the CESR Phases 1 and 2 were the publication of key background documents to inform the NESP, namely: CESR Phase 1 Rapid Assessment Report and 11 CESR Phase 2 Sub-sector Reports. The main outputs from the EWGs were a series of 18 Thematic Working Group reports.

A major achievement from the CESR and EWG initiatives was the passing of National Education Law (NEL) (2014) and the NEL Amendment (2015) by Parliament to strengthen the quality, effectiveness and efficiency of the national education system. These two new laws provide an excellent national framework to enable implementation of a wide range of interlinked and complementary reforms across the national education system, such as: recognition of the right of all citizens to free, compulsory education at the primary level; establishment of a standards-based education quality assurance system; expansion of the basic education system to 13 years; support for the learning of ethnic languages and culture; greater decentralisation within the education system; and a recognition of the right of parents and community members in school management.

An additional benefit of the NEL is that Myanmar is now fully aligned with ASEAN members in terms of the number of years of schooling under basic education (see Table 1.2).

Table 1.2: Education system in ASEAN countries

Countries	*BE System*	*Years of Schooling*	*Starting Age*
Cambodia	6-3-3	12	6
Indonesia	6-3-3	12	6
Laos	5-4-3	12	6
Malaysia	6-3-2-2	13	6
Philippines	6-4-2	12	6
Thailand	6-3-3	12	6
Vietnam	6-3-3	12	6
Myanmar	5-4-3	12	6

1.2.2 Significant increases in government funding for education

Over the last four years government funding for the education sector has increased four- and-a-half times - from 310,000 million MMK in 2011-2012 to 1,399,000 million MMK in 2015-2016 (see Chapter 14 of the NESP-Financing the NESP- for a more in-depth analysis of education sector financing).

1.2.3 Steady progress in expanding access to pre-school education

In recent years the MOE and MSWRR have made progress in increasing access to Early Childhood Care and Development (ECCD) services. The percentage of three to five year olds attending some form of organised early childhood care and education programme increased from 9 per cent to 23 per cent between 2000 and 2009-2010. The number of new facilities has matched this expansion - between 2005-2006 and 2013-2014 the number of ECCD facilities increased from 7,528 to 12,116. Notably, the number of school-based pre-school centres increased by 45 percent between 2009 and 2014 - from 2,272 pre-schools serving 50,018 children in 2009 to 4,119 pre-schools serving 134,319 children in 2014.

1.2.4 Lowering the cost of basic education and increasing school enrolment

The number of children enrolled in basic education schools increased by approximately 400,000 students (from 8.2 million to 8.6 million) between 2011 and 2014, which was the year when Myanmar surpassed the Education for All (EFA) target of 98 percent for the Net Intake Rate (NIR) at Grade 1. There was also an increase in the net enrolment and transition rates between 2010-2011 and 2012-2013 school years at all levels of basic education with a significant improvement in enrolment of lower secondary students.

These increases were largely due to the government's free and compulsory education programme that was introduced successively starting with primary education in 2011-2012, middle school education in 2012-2013 and high school education in 2015-2016. This programme provides free textbooks and uniforms to all students and removes registration fees, stationery fees and parent teacher association fees for all government schools. In addition, the government has been providing school grants to all basic education schools in order to reduce the burden of school operating costs traditionally borne by communities. Understandably, this programme has been widely popular among parents as it has significantly reduced household education costs.

1.2.5 Major investments in improving school infrastructure

Over the last four years the MOE has made major investments in school infrastructure (see Table 1.3). This has significantly improved the teaching and learning environment in the target schools.

Table 1.3: MOE investment in school infrastructure, 2011–15

Categories	*2010–11*	*2011–12*	*2012–13*	*2013–14*	*2014–15*	*Total*
New schools constructed	280	1,059	1,377	3,009	1,891	**7,616**
Existing schools renovated (all buildings)	168	1,078	1,989	2,058	3,652	**8,945**
New classrooms constructed	301	2,058	1,909	4,286	3,222	**11,776**
Existing classrooms renovated	881	0	4,792	4,716	3,166	**13,555**
Other infrastructure improvements	2	4	52	125	101	**284**

1.2.6 Helping the poorest students to stay in school

In the 2011-2012 school year the government introduced a student stipend programme targeting the poorest students. By 2014-2015 the stipend programme had reached approximately 16,000 students in 330 townships and it will be extended to at least 100,000 students by 2017-2018. The expanded programme will focus on students enrolled in Grade 5 to 11, as these children are at the highest risk of dropping out.

1.2.7 Initiating basic education curriculum reform

The MOE conducted a review of existing textbooks in November 2013, with the aim of upgrading content in some areas and reducing curriculum overload in others. At this time the teaching of co-curriculum subjects was strengthened with the introduction of agriculture as a subject, as well as the introduction of new student materials for "Morals and Civics" at the primary school level. In addition, new textbooks and teachers' guides were introduced for "Life Skills" at the high school level.

As set out in the NEL (2014), the government is committed to restructuring the basic education system from an 11-year system to a 12-year system plus one year of Kindergarten. Accordingly, a National Curriculum Framework (NCF) for Basic Education, which is aligned with the new KG+12 structure, has been developed with a strong focus on new content, improved teaching methodology and assessment. The NCF emphasizes the importance of 21st century skills, and for secondary students, vocationally relevant skills. The new curriculum for Kindergarten and relevant materials has also been developed in order to implement the new curriculum in the 2016-2017 school year.

1.2.8 Initiating basic education assessment reform

In basic education schools in Myanmar, the Continuous Assessment and Progression System (CAPS) has been used as the main assessment approach for more than a decade. CAPS was developed to conduct Chapter End Tests (CETs) in primary schools and a combination of CETs and semester tests in secondary schools. The Matriculation Examination is the only national examination currently administered on a nationwide basis to measure learning achievement of students at the end of high school.

However, in 2012-2013 the MOE, with support from development partners, conducted a Monitoring of Learning Achievement (MLA) for reading and mathematics in Myanmar language with students from Grades 3 and 5 in 31 project townships. In addition, since November 2013 an Early Grade Reading Assessment (EGRA) has been undertaken to assess reading skills in Myanmar language for Kindergarten and Grade 3 student in the Yangon Region. The MOE will build on the experiences of these initiatives to establish an assessment system to monitor the learning achievement of students across the country.

In 2015, the MOE re-instated completion examinations for Grades 5 and 9 throughout the country to measure student learning achievement prior to transitioning to middle and high schools.

1.2.9 Increasing remuneration for teachers and education staff

In 2012, the government awarded a MMK 30,000 monthly "bonus" to all employees. In addition, a hardship allowance was introduced for teachers working in 87 remote locations across the country. In 2015, Parliament approved another civil service pay rise, which benefited all education staff.

1.2.10 Increasing the number of teachers

In order to ensure that there are more teachers in every school, the MOE has appointed approximately 72,000 new "daily wage" teachers over the last three years. These teachers receive one month of pre-service training, and recently they have been appointed as government primary school teachers. Consequently, the MOE is working on the necessary strategies and programmes for strengthening their knowledge and skills to become fully qualified teachers.

The MOE opened the teacher education colleges in Lashio in Northern Shan Statein 2014,and in Loikaw in Kayah State in 2015 to increase the number of trained teachers for basic education schools. Since 2014 the MOE has provided MMK 30,000 per month for teacher trainees attending education colleges, to cover the cost of meals and enable more students from poorer backgrounds to train as teachers. The MOE has been providing MMK 30000 per month for teacher trainees attending UoEs in order to cover the cost for meals. Teacher degree courses at universities of education have now been extended to 5 years, with the additional year focused on instructional skills.

1.2.11 Strengthening teacher education

During the past few years the MOE has implemented a number of initiatives to improve both pre-and in-service teacher education in Myanmar, with support of various development partners. These include development of teacher competencies and standards for

quality assurance of teachers, formulating a policy framework for pre-service teacher education, and designing and implementing various models of in-service teacher education, such as Child Friendly School (CFS) teacher training, Child Centred Approach teacher training, School-based In-service Teacher Education (SITE) and instructional leadership training for head teachers.

In order to improve education colleges, the MOE has been implementing various capacity-building programmes for teacher educators, such as upgrading English language proficiency of teacher educators through native-speaker English language teachers.

At the same time, different models and approaches are being applied to strengthen the quality of teachers from the schools outside the government system, which includes module-based and mobile training programmes.

1.2.12 Strengthening partnership with other basic education service providers

The government has provided salary subsidies for teachers at monastic schools as they play a notable role in providing basic education services. At the same time, 72 private schools were operating in 2012-13 school year under the Private School Registration Law (2011).

1.2.13 Expansion of Alternative Education (AE)

The MOE, with support from education sector partners, has increased access to alternative education over the past four years. In 2014-2015, Basic Literacy Programmes were implemented in 68 townships and a non-formal primary education programmes (NFP EP) in 89 townships in 2015. In 2010, the Myanmar Literacy Resource Centre revised the NFP EP curriculum to make it competency-based. In 2013-2014 a standardised test was introduced for the NFP EP programme. Recently a curriculum for a non-formal middle school equivalency programme has been finalised.

In the area of adult literacy, the government continues its focus on improving literacy rates across the country. In 2014 the MOE Summer Basic Literacy Programme, which was initiated in 2013, more than doubled the number of learners enrolled (46,478) compared to the previous year.

1.2.14 Collaboration between government and the private sector to strengthen TVET

The government has recognised that the labour market needs more skilled workers to build an industrial base in urban areas and achieve national economic development targets. In recent years the government has launched a number of key reforms to strengthen the TVET system.

In August 2013, Parliament approved a new Employment and Skills Development Law (ESDL) to regulate various forms of skills development for workers who have already entered the workforce or who are about to do so. The ESDL allows for the establishment of a National Skills Development Agency (NSDA) as well as the introduction of a skills development levy. These reforms are clearly innovative approaches towards modernisation of the TVET system in Myanmar.

The development of national occupational skills standards under the NSSA will enable the recognition of non-formal, short-term and enterprise-based training, as well as the introduction of a skills development levy. These reforms are essential steps towards ensuring sustainable financing of demand-oriented training initiated by industry. Another important training initiative that has been undertaken in recent years has been the establishment of six new industrial training centres (ITCs) under the Ministry of Industry.

Recently, a Singapore-Myanmar vocational training institute in Yangon, was established to provide competency-based short courses. In addition, a Centre for Vocational Training (CVT) was established by a private organization to provide dual training opportunities. The Ywama Goverment Technical High school also creates employment opportunities for graduates in co-operation with the Myanmar Economic Corporation.

In April 2014 a TVET Task-Force was formed to support improved co-ordination across ministries and between government and the private sector. The Task-Force also helped support the development of draft TVET sub-sector law. To strengthen linkages with the private sector and create more job opportunities, an Employment Opportunities Sector Working Group was set up comprising representatives of ministries and development partners.

In addition, a TVET directory website (www.tvetmyanmar.org) was launched in co-operation with development partners to provide information on TVET institutes. This website supported the development of a larger TVET information management system.

1.2.15 Strengthening the higher education system

A key higher education reform, recently launched by the government has involved granting greater autonomy to higher education institutions (HEIs). This has resulted in a number of positive changes that have impacted both access to and quality of higher education. For example, some HEIs have initiated their own entrance requirements based on their University Charter.

The quality of education provided in HEIs has been strengthened in recent years with the establishment of Internal Quality Assurance (IQA) units in 12 Universities. In addition, six Universities have established Centres of Excellence. Another positive development has been discussions with HEIs to establish a National Qualifications Framework linked to an ASEAN Qualification Reference Framework.

The general easing of restrictions on establishing Memoranda of Understanding (MOUs) between HEIs in Myanmar and international HEIs has resulted in a number of new research and knowledge sharing partnerships that have greatly benefited a number of Universities. A new President's Scholarship Programme has been introduced to help Myanmar students to undertake overseas study. Universities are also starting to establish Student Service Centres to cater for the needs of students.

1.2.16 Greater decentralisation of education management

In recent years the government has undertaken a number of significant steps towards greater decentralization of education management. Since 2012 township and district education officers have been given increased responsibilities for implementing and managing both recurrent and capital budgets. To support this initiative, the government has restructured and expanded the number of staff working in these offices.

Since 2013-2014, state/region education officers can make some decisions about teacher deployment, including daily wage teachers. The new National Education Law expands the role of state and regional governments in terms of decision-making, management and budgetary responsibilities. In 2013-2014 schools were given substantially more autonomy and flexibility in managing their non-wage recurrent expenditures through the national school grants programme.

1.2.17 Strengthening co-ordination with development partners

In July 2012 the MOE, in collaboration with development partners, established the Education Sector Working Group (ESWG), as a forum to engage education stakeholders in policy dialogue. This mechanism was the first such forum in Myanmar, and it has since been replicated in the other sectors following endorsement under the Nay Pyi Taw Accord for Effective Development Co-operation launched in November 2013.

1.3 Section conclusion

What is clear from this brief review of a selection of major reforms undertaken by the MOE in recent years is that a great deal has been achieved in a very short period of time. It is important to recognise the strong commitment to improving access to quality education for the benefit of all children that has been made by MOE officials and education stakeholders at all levels of the national education system.

Sustaining important changes in the way education services are delivered in Myanmar can only be brought about through active and consultative leadership from senior management in the MOE. It is also important to acknowledge the commitments made by head teachers, teachers, students and parents in schools and educational institutions across the country to work together to implement new education sector policies and programmes launched by the MOE. Only through their hard work has it been possible for these reforms to contribute to improvements in access to quality education.

While acknowledging that many more children in Myanmar are now attending school, the available data suggests that they are not achieving the minimum learning standards set by the MOE. Furthermore, very high numbers of students are dropping out of school and failing to complete secondary education.

The government commitments outlined in high-level policy statements and the recently approved National Education Law (2014) and NEL Amendment (2015) must be supported by a quality medium-term strategic plan, with clearly articulated and costed strategies and programmes.

Based on these findings the MOE embarked on the development of an evidence-based National Education Strategic Plan to significantly strengthen alignment between education sector laws and policies and medium-term strategies and programmes. In the following section of this chapter the main principles upon which the NESP has been developed are outlined.

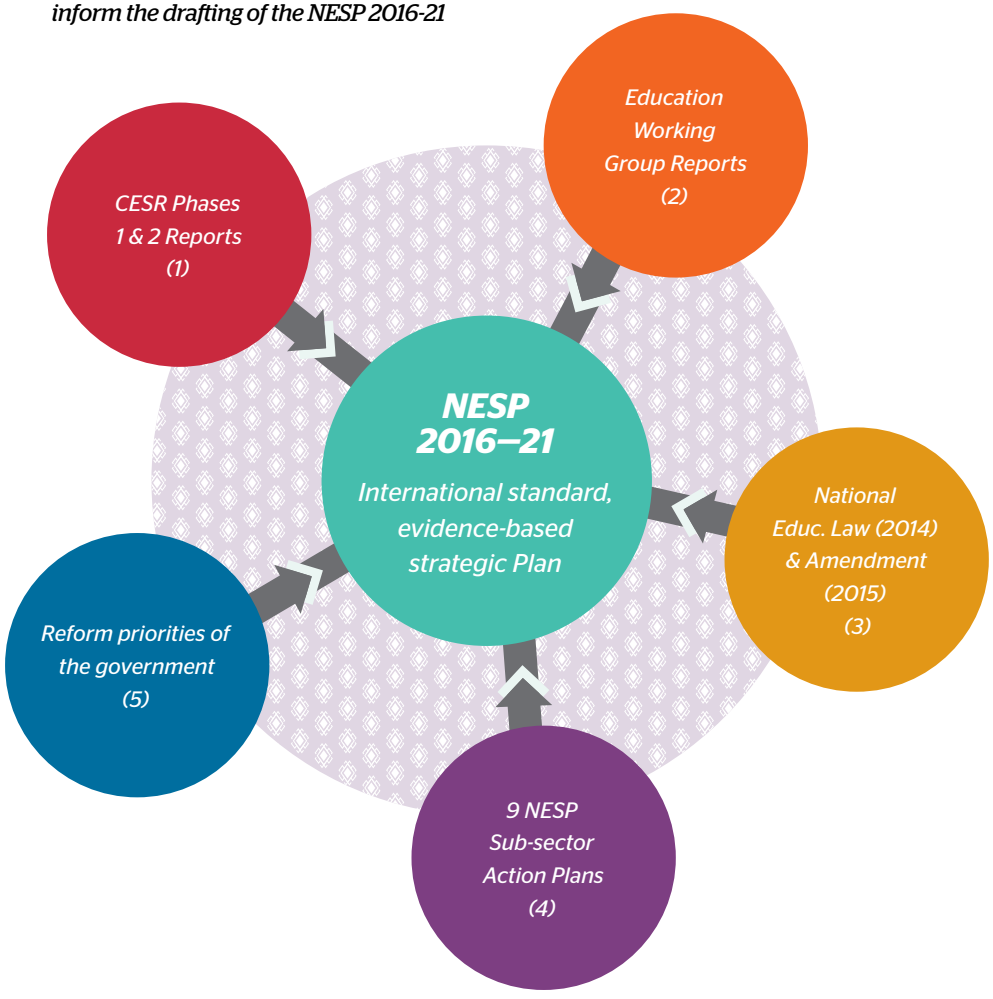
1.4 Principles that informed drafting the NESP

The NESP has been developed through applying the following best-practice principles in strategic planning.

1.4.1 Evidence-based

Over the last two years the MOE has established and analysed five complementary information resources to inform the drafting the NESP 2016-21 (see Diagram 7.1 below). The MOE has undertaken a thorough triangulation analysis of these five information resources to identify, with a high degree of confidence, priority reforms to implement during the period 2016-21.

Diagram 1.1: Information resources to inform the drafting of the NESP 2016-21



1.4.2 Consultative

A notable success factor of CESR research and Education Working Group policy analysis initiatives were extensive consultations with a wide range of education stakeholders from across the country. Between October 2014 and July 2015, CESR colleagues organised 107 meetings with 3,199 stakeholders to discuss and document feedback on nine draft NESP Sub-sector Action Plans.

In July 2015, CESR officers presented the draft NESP Sub-sector Action Plans to more than 13,000 education stakeholders during one-day consultation meetings in 38 districts across the country. There was overwhelming support from these stakeholders for the proposed NESP goal and 9 Transformational Shifts, as well as the strategies and programmes outlined in the NESP.

1.4.3 Quality-focused

One of the most prevalent themes which emerged from an in-depth review of the NESP evidence base was the importance of quality education. In response to this finding the MOE has mainstreamed quality-focused reforms, strategies and programmes across all education sub-sectors in the NESP.

1.4.4 Integrated

The NESP has adopted a comprehensive systems approach to education reforms that pays special attention to linkages between different sub-sectors and the overall phasing of reforms.

1.4.5 Measuring change

From the initial stages of researching and drafting the NESP senior MOE officials have stressed the importance of putting in place systems that will enable education managers at all levels of the national education system to actively track and measure the impacts of NESP strategies and programmes. Eviedence of MOE's commitment to measuring the impact of the NESP can be seen in the comprehensive Theory of Change(ToC) model that has been developed to systematically measure the achievement of the NESP goal and nine Transformational Shifts.

1.4.6 Costed

The MOE has undertaken a thorough costing of the NESP to ensure that the proposed strategies and programmes are affordable in relation to projected government and development partner funding commitments for the education sector over the next five years. The costing analysis work has been invaluable to inform the prioritization of education reforms, strategies and programmes outlined in the nine NESP Sub-sector Action Plans. To support the analysis of costs over the five-year implementation period of the NESP, the MOE has developed a comprehensive costing model, which enables senior MOE officials to consider different costing scenarios through changing key assumptions of the plan.

1.4.7 Accessible

The MOE has paid special attention to drafting a NESP that is accessible for the widest possible audience. To support the achievement of this principle, the MOE decided to develop the NESP in two stages. Stage 1 involved drafting nine in-depth Sub-sector Action Plansfor the main education sub-sectors (see Table 1.5). These Action Plans clearly demonstrate how the NESP strategies, programmes and programme components have been identified through a rigorous evidence analysis process. The nine Action Plans, which include detailed programme implementation plans for the five years,will provide invaluable guidance to MOE managers when they formulate their annual implementation plans and budgets during the government budget cycle in the coming years.

Following completion of the nine Sub-sector Action Plans under Stage 1 the MOE started Stage 2 which involved drafting concise summaries of the reports and listing them in the NESP. The NESP has been written and designed in a style to make it easy for a wide range of stakeholders across the national education system to read and understand. The MOE will also publish a shorter version of the NESP, called the NESP Summary, so that it can provide education stakeholders across the country with an accessible overview of the more detailed five-year plan.

1.4.8 Aligned

The MOE has developed the NESP so that it fully aligns and successfully achieves the policy priorities of the government.

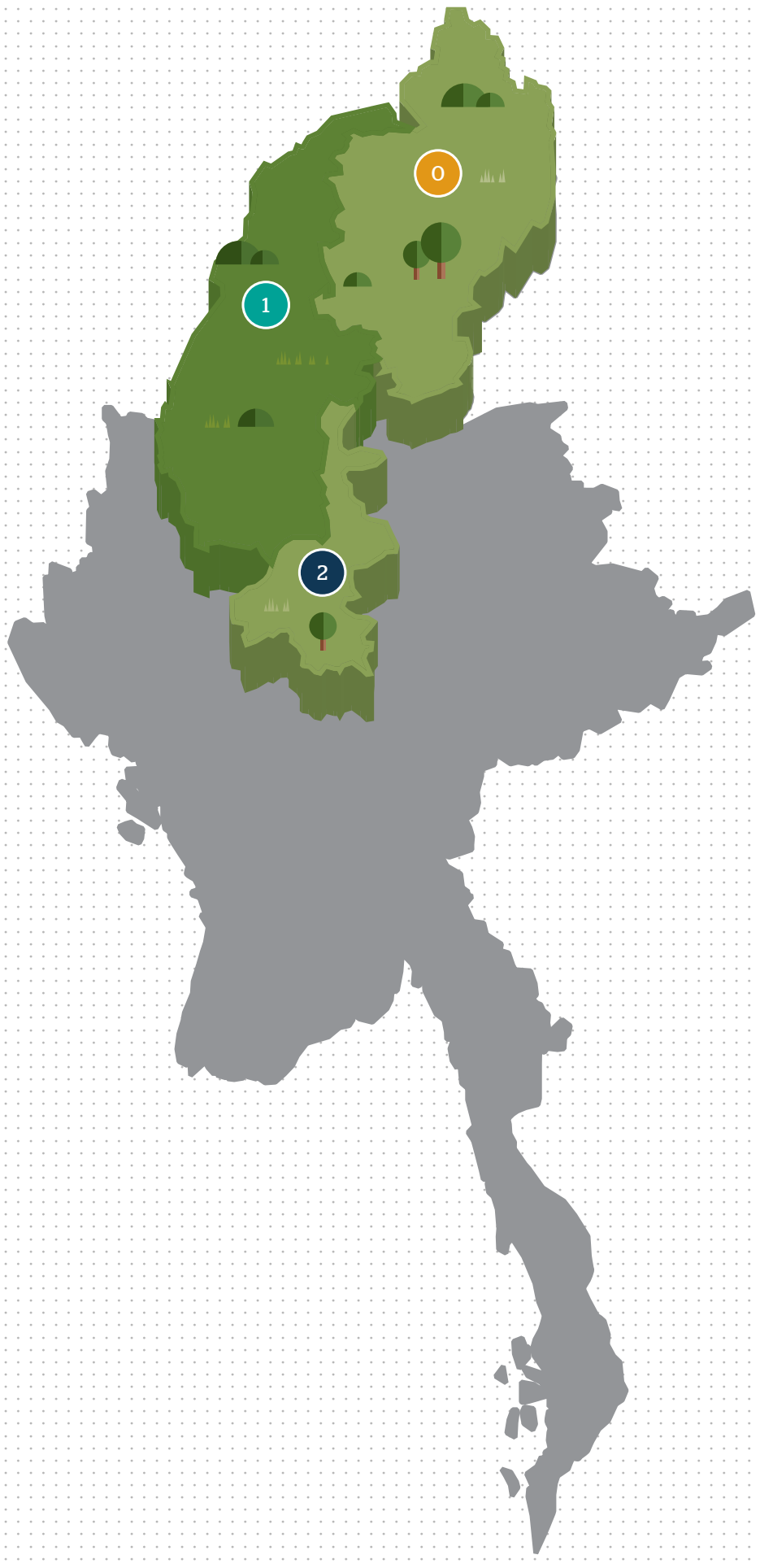
Table 1.5: List of NESP Sub-sector Action Plans

1	Pre-school and Kindergarten Education Action Plan
2	Basic Education – Access, Quality, Inclusion Action Plan
3	Basic Education Curriculum Action Plan
4	Student Assessment and Examinations Action Plan
5	Teacher Education and Management Action Plan
6	Alternative Education Action Plan
7	TVET Action Plan
8	Higher Education Action Plan
9	Management, Capacity Development and Quality Assurance Action Plan

This concludes discussion of the main principles that have been applied to develop the NESP. In the next chapter the high-level education sector challenges that the NESP aims to address are presented.

2

Education Sector Challenges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CHAPTER 2

Education Sector Challenges

2.0 • Introduction

This chapter presents a selection of critical challenges facing the education system in Myanmar. These challenges have been identified following a review of the nine NESP Sub-sector Action Plans, which cover:

- Major system strengthening and service delivery reform achievements during the last five years.
- Legal and policy context.
- Key recommendations from the Comprehensive Education Sector Review (CESR) and Education Working Groups initiatives.
- Relevant national and international research lessons and findings.
- High-level strategic challenges that need to be addressed in the next five years.

The challenges outlined below are multi-dimensional, and most of them deal with key concepts in education reform, such as access, quality and equity. Some of these challenges are context-related with a focus on socio-economic factors; others are management-related with an emphasis on system effectiveness, efficiency and evidence-based decision making; and some are related to capacity development at individual and institutional levels.

2.1 • Challenges

In the following section challenges for nine sub-sector areas covered under the NESP are presented.

Area 1: Preschool and Kindergarten Education

These are four major challenges facing preschool and kindergarten education. These are:

i • Access to preschool services for children in rural and remote areas

In recent years enrolment in preschool services has been increasing in Myanmar; however, this expansion tends to benefit children from middle and higher income families living in urban areas. Therefore, children living in rural and remote areas need targeted support to enable them to access quality preschool services.

ii • Quality improvement of preschool services and preschool teacher training

Some preschool programmes in communities around the country are of good quality, but there are still a number of service providers that do not meet the minimum quality standards established by the Ministry of Education (MOE) and the Ministry of Social Welfare, Relief and Resettlement (MSWRR). This highlights the need for preschool service providers to improve the quality of their services and for the MOE to establish a quality assurance system for preschool education. Moreover, a major factor affecting the quality of preschool services is the quality of teacher training programmes, which need improvement.

iii • Effective co-ordination and management, and a national database for preschools

More effective co-ordination and management structures are needed at national, state/region, district and township levels to focus attention on expanding access to quality preschool services. In addition, more active parental involvement is needed to strengthen the management of preschool education provides. To support the expansion of preschool education senior officials at all levels need access to reliable and accurate data on the quality and coverage of preschool services. Therefore, establishment of a national preschool database is vital for effective management and planning of preschool services.

iv • Design and implementation of a new kindergarten curriculum

Implementation of a kindergarten year in all primary schools will play an important role in ensuring that all children can access appropriate, quality early childhood learning and development. Therefore, the design of a developmentally appropriate, culturally responsive and educationally relevant kindergarten curriculum becomes a major priority.

Area 2: Basic Education – Access, Quality and Inclusion

There are four major challenges facing myanmar's basic education system. These are:

i • Equitable access to basic education

Not all children in Myanmar have access to school, and many children who enrol in school do not attend regularly or they drop out early partly due to difficulties in accessing schools. Drop-out rates are high during the transition from primary to middle school and from middle to high school. The lack of data that maps school coverage and geography against school-age population has until now complicated efforts to address this issue. There is a need to establish an evidence-based system to build new schools based on local needs. In view of the considerable amount of community financing in basic education, the MOE is now implementing free basic education in order to ease the cost burden of parents and their local communities.

ii • School quality improvement

Some schools in Myanmar still need considerable improvement in terms of effective teaching, better learning environments, access to learning materials and construction that accords to disaster risk reduction (DRR) and water, sanitation and hygiene (WASH) standards. The lack of an adequate quality monitoring system to improve school performance and hold management accountable makes it more difficult to address the quality challenges described above. This issue affects all schools in Myanmar.

Currently, Myanmar does not have a school quality improvement framework that sets out teaching standards, school management standards, and school design and facilities standards. Indicators that focus on the leadership and management performance and accountability of head teachers are also weak, and this undermines efforts to improve school quality. Most decisions about school management are taken centrally, with very little local-level opportunities for input or consultation, and minimal school-based decision-making authority. Professional development opportunities for head teachers and other school administrative/management staff and education officials are limited, and consequently their resource management and instructional leadership of teachers is weak.

Some schools need capacity support to develop and implement their own school improvement plan (SIP) in order to improve teaching and student learning achievement. While SIPs and school self-assessments are now being implemented in some schools (e.g. in Mon state), implementation nationally is inconsistent. There is a need to focus on greater involvement of parents in developing and implementing their SIP. Also, the roles and responsibilities of the Parent Teacher Association (PTA) need to be clearly defined, while emphasis should be placed on their role in supporting the co-ordination of school improvement activities.

iii • Empowering and Strengthening PTAs

PTAs need to be empowered and strengthened in all schools so that they can actively monitor the achievement of school quality standards and support improved student learning.

iv • Inclusion for all children

There is widespread consensus that poverty is a key factor affecting children's access to basic education. Not all children in Myanmar have equitable access to basic education, and this varies significantly across states and regions. CESR Phase 2 research found that prospects for entry into middle school appear to be weakest for disadvantaged groups, such as students from remote rural areas. These students are also likely to have weaker academic preparedness, increasing their risk of dropping out if they do enter secondary education. The 'language barrier' is also a significant factor for children from national ethnic groups that contributes to their dropping out of school.

With regard to socio-economic status, net primary completion rates are 79 per cent for the wealthiest and 31 per cent among the poorest households. Lower and upper secondary completion rises to 85 per cent among the richest quintile, compared to 28 per cent from the poorest quintile.

The Myanmar National Disability Survey (2010) reports that almost half of people with a disability have never attended school. Additional barriers that prevent children with disabilities accessing education, or result in them dropping out, include insufficient resources, lack of pedagogical support (learning materials and teaching specialists), lack of co-ordination and effective linkages between special education schools and basic education schools, and lack of data on children with disabilities.

In addition, it is difficult for children from mobile families to access basic education, and so there is an urgent need to put in place alternative learning options.

These challenges have most likely contributed to low levels of student learning achievement in schools across Myanmar. From a limited evidence base, studies appear to indicate that students in basic education schools are not meeting national standards for grade-level learning achievement. While there is no national study for student learning achievement, a study carried out in selected townships in 2013 found that most students from Grades 1 and 3 were weak in reading, content comprehension and mathematics.

Area 3: Basic Education Curriculum

There are major challenges facing the basic education curriculum. These are:

i • Revision and improvement of the basic education curriculum with focus on 21st century skills

An analysis of the existing basic education curriculum found that it needed to be strengthened, with more clearly defined standards, better descriptions of learning outcomes and competencies, and improved relevance for the 21st century.

According to the vision for 21st century learning developed by the Partnership for 21st Century Skills (2009), student outcomes are defined in terms of mastery of core academic subjects, combined with 21st century skills covering learning and innovation skills, information, media and technology skills, and life and career skills. Thus, it becomes a timely challenge to reshape the school curriculum in such a way that 21st century student outcomes can be achieved.

'Local curriculum' under educational reforms is mainly aimed at development of textbooks for teaching national races languages and booklets that reflect culture and tradition of national races groups. As mentioned in the National Education Law, all these decisions are to be made by state/regional governments.

ii • Upgrading the professional capacity for curriculum development and implementation

Given the scope of planned changes at all levels of the national education system, there is a need to strengthen human resource capacities in the MOE in order to manage education curriculum reforms Therefore, ongoing capacity development is needed for policy makers, planners, developers and implementers of the new curriculum as it is rolled out. The Curriculum Development Team (CDT) in the MOE is a small team of experienced education specialists who have had very little opportunity for professional capacity development in curriculum development, implementation and monitoring. Curriculum development professionals (writers, editors, graphic designers and technicians, etc.) need to develop new skills and content knowledge to design textbooks, teachers' guides and other curriculum resources.

Teachers and head teachers require orientation and ongoing school-based support to successfully implement the new curriculum, including understanding the content, using new teaching and learning resources, and adopting approaches to student learning assessment. Implementation of curriculum reform requires more sustained professional development, ideally provided for teachers through well-designed and funded in-service training programmes. Members of the Basic Education Curriculum and Textbook Committee will also need to be supported in their review of the new curriculum.

Also, local curriculum developers at state/regional levels require training on curriculum development with regards to the writing of textbooks for language teaching and booklets on the culture and traditions of national groups. With the support of state/regional governments, curriculum development workshops should be organised for state/regional curriculum developers. The CDT can technically support these workshops at the central level.

iii • Strengthening curriculum management, implementation, monitoring and evaluation and dissemination

The CESR curriculum review highlighted the need to improve the quality of textbooks with a focus on a redesign of illustrations, graphics and page layout, and the use of presentation styles that reflect modern pedagogical requirements. Moreover, a higher standard of printing is essential to develop quality textbooks. In addition, the timely distribution of textbooks is another challenge at different administrative levels of basic education (central, state/region, district, township and school levels). The establishment of curriculum management teams at all these levels becomes a necessity to meet these challenges.

Implementation of the new curriculum needs to be systematically monitored and evaluated with a focus on the learning achievement of students. In addition, the findings from monitoring and evaluation activities must be used for revisions and improvements in the new curriculum on an annual basis. Furthermore, plans for a comprehensive curriculum review process at the end of every five-year cycle of curriculum implementation must be implemented.

Curriculum reform must be supported through a well-designed and sustained dissemination campaign. All change agents and stakeholders need to be informed through different media with regards to why the reforms are being undertaken, what they involve and how they will improve teaching and student learning.

Area 4: Student Assessment and Examinations

There are three major challenges facing student assessment and examinations. These are:

i • Development and implementation of a comprehensive assessment policy and a coherent assessment framework

The current emphasis on rote memorisation of factual information during teaching and learning in schools highlights the urgent need for a comprehensive assessment policy. Following approval, the assessment policy needs to be transformed into a coherent assessment framework covering key assessment-related areas, such as roles and functions of formative and summative assessments, assessment of foundational learning and higher-order thinking skills, portfolio assessment and performance assessment.

The assessment policy and framework must be systematically cover the following levels:

1. Classroom-level assessment
2. School-level assessment
3. Completion assessment at each of level of basic education
4. National sample-based assessments

ii • Development of the assessment capacity of all practitioners

It is recognised that the success of assessment reforms depends upon the technical capacities of practitioners at all implementation levels. A structured capacity-building programme needs to be put in place with a focus on assessment strategies, test development and analysis, interpretation and utilisation of test results to inform teaching and improve student learning. With regard to standardised tests and national assessments, some staff may need to be trained abroad in the areas of test development, item response theory and psychometrics.

iii • Development of institutional capacities of assessment with a focus on co-ordination, management, monitoring and parental and public awareness

Effective implementation of assessment and examination reforms depends upon upgrading institutional capacities of selected MOE departments, in terms of their assessment-related functions and responsibilities. For example, the Department of Myanmar Examinations needs to establish a new technical unit for development and strengthening of examinations. Moreover, there is a need to increase the use of information and communication technology (ICT) combined with the establishment of supporting infrastructure and equipment.

Institutional capacity development needs to be undertaken in the: (i) Department of Basic Education, with a focus on school supervision, and monitoring and evaluation of programmes; (ii) Department of Educational Research, Training and Planning with a focus on assessment as part of curriculum development, monitoring and evaluation; and (iii) Department of Higher Education (Teacher Education Section), with a focus on assessment-related professional development of teacher educators and upgrading the assessment component of the teacher education curriculum. In addition, practical mechanisms need to be developed for effective co-ordination, management and monitoring of new assessment reforms.

Raising parental and public awareness is an important factor that determines the success of any educational reform. Therefore, awareness of new assessment strategies among parents and the public is vital.

Area 5: Teacher Education and Management

There are three major challenges facing teacher education. These are:

i • Management mechanisms for the development and retention of quality teachers

In order to ensure development and retention of quality teachers, the following teacher management areas need to be strengthened:

1. Teacher recruitment
2. Teacher deployment
3. Teacher evaluation (evaluation of teacher performance)
4. Teacher promotion (based on teacher performance and career experience) and a career pathway system
5. Incentives for the retention of quality teachers

With regard to teacher recruitment, it is essential to design practical and feasible strategies that can attract new entrants with considerable potential to become quality teachers. In the area of teacher deployment, issues such as reallocation of teachers to needy schools based on subject specialisation and the appointment of qualified teachers to remote and rural areas need to be undertaken. Regarding teacher evaluation, the current evaluation of teacher performance needs to be revised and improved and linked to a teacher promotion system and performance-based career pathway system. In general, all these teacher management areas need to be supported by an effective incentive system.

ii • Quality improvement in pre-service teacher education

Pre-service teacher education faces quality challenges. For example, the overloaded curriculum needs revision. Teacher trainees need more opportunities to practise their new knowledge and skills in classrooms during their formal training. Formulation of new procedures, practices and networking is essential in order to equip trainees with pedagogic skills so that they are able to teach effectively in their classrooms. The transmission-based model of instruction needs to be replaced with an interactive model of instruction so that teacher trainees can engage in discussion and dialogue to enrich their learning experiences.

The existing course duration of study for primary and lower secondary teacher education is insufficient for training teacher trainees to become competent teachers. Overall, pre-service teacher education needs to be redesigned with a focus on a new teacher education curriculum, modern pedagogies and assessment strategies. In addition, the professional capacity of teacher educators needs to be strengthened.

iii • Access to quality in-service teacher education

Quality continuous professional development programmes for in-service teachers are needed to improve classroom-based pedagogical practices of all teachers.

It is crucial in both pre- and in-service teacher education that a gender-responsive institutional culture is developed and the capacity of teacher educators, managers and teachers are strengthened. This will ensure that the different learning needs of both men and women are met.

Area 6: Alternative Education

There are four major challenges facing alternative education. These are:

i • Access

The MOE needs to put in place a range of quality, accessible, flexible and certified AE programmes that respond to the diverse needs of learners at different stages of their education and career pathways. Without question, many of the millions of Myanmar youth who have dropped out of school have the ability and aspirations for a better future and would greatly benefit from access to well-designed AE pathways. This tremendous pool of potential, if properly supported and channelled, can help close the skills gap in the labour force and greatly contribute to the country's productivity and competitiveness. The pathway options for out-of-school youth must be robust and focused on delivering competencies and credentials that will open the door to higher wages and career opportunities.

Converting this raw potential into skilled workers with the credentials and mastery for the 21st century economy will require sustained investment from the MOE. However, the potential return on this government investment is likely to be many times greater in terms of increased tax revenue, higher economic growth and reduced social sector costs. There is a wealth of international and regional best practice lessons that Myanmar can learn from to develop innovative education and training pathways for out-of-school youth.

ii • Quality

To improve the quality of AE there needs to be: (a) common curriculum standards; (b) systematic monitoring and evaluation of AE programmes; and, (c) establishment of a AE quality assurance system. In addition, an AE management information system is needed to document and analyse data on AE providers, age-specific out-of-school children and youth, demand for skills and local resources, etc.

iii • Expansion of literacy programmes and AE pathways

There are a large number of illiterate youth in the workforce with limited opportunities for further education and training. Expansion of basic literacy programmes and new AE pathways are needed to enable these youth to access other educational and training opportunities. There is also need for a certification system for graduates of literacy and AE training programmes. This will provide opportunities for learners to continue their education and training or join the labour market in their chosen career area.

iv • Co-ordination and management mechanisms

Currently, there is no co-ordinating entity to oversee, quality assure and certify AE service providers. Consequently, non-government service providers are not co-ordinated and operate independently from the government system. This creates gaps in access and inefficiencies in overlapping service provision in some townships.

Area 7: TVET

There are three major challenges facing TVET. These are:

i • Access

Myanmar's TVET system lacks comprehensive, multiple pathways for youth. Currently there are few bridging courses to enable youth to access formal and informal TVET courses. There are also very limited competency-based training opportunities in a range of skill areas, especially for youth living in rural and remote areas. There is also a

need for TVET training courses that respond to local needs. Also, there is a need for polytechnic schools/institutes that can provide different kinds of vocational education and training at the same location.

ii • Quality

There is an urgent need to develop and systematically implement a quality assurance system for TVET to address the following issues:

1. Skills standards need to be developed for a much wider range of technical and vocational skill training areas, and there is weak capacity to develop these skill standards. These two constraints undermine TVET course delivery.
2. Limited curricula in place that comply with existing skills standards, and so additional curricula will need to be developed for new skill standards.
3. Weak mechanisms exist for certifying individuals and accrediting courses.

As a result, employers have low confidence in TVET graduates. Moreover, a TVET qualification framework needs to be designed and aligned with a National Qualification Framework and the Regional Qualification Framework. In addition, the capacity of TVET teachers needs to be enhanced in terms of pedagogical and practical skills through industrial workplace training, while the capacity of TVET managers also needs to be developed.

iii • Management

TVET management and co-ordination needs to be strengthened through a more cohesive legislative and policy framework that covers the entire TVET sector. Currently there is limited co-operation between the government and private sector, and there are weak linkages between training institutes and industries on account of the following factors:

- Lack of a legislative and policy framework for public-private partnerships.
- Weak co-ordination across relevant TVET ministries.
- Lack of a policy framework and relevant body for linking training institutes with industries.
- Weak financial management for funds donated by non-government organisations.
- Weak information management system to support TVET provision and align with the labour market.

Area 8: Higher Education

There are four major challenges facing higher education. These are:

i • Governance and management of higher education

The traditional centralised model of governance, leadership and management of the higher education system in Myanmar is progressively being updated to a more corporate model under which HEIs take greater responsibility and accountability for ensuring their long-term sustainability. However, the capacity of senior HEI officials, administrative managers and academics needs to be strengthened to empower them to successfully transition to this new model. All HEIs need support to develop and sustain new administrative procedures relating to greater administrative, academic, staffing and financial management autonomy.

There is an urgent need to establish the Higher Education Quality Assurance Agency (HEQAA), which will support implementation of the Myanmar National Quality Framework (MNQF). Some HEIs have already well-developed internal quality assurance systems, and these best practices need to be applied across a larger number of HEIs. In addition, a credit points and transfer system should be adopted to enable students to easily transfer between HEIs.

ii • Quality

The quality of the physical infrastructure of HEIs in Myanmar is in need of upgrading, especially libraries, laboratories, e-learning centres, and teaching and learning resources. In addition, laboratory staff need to be trained in the most up-to-date, experiment-focused learning methodologies. Also, more technicians need to be employed and trained to maintain laboratory facilities to a high standard.

Some leading HEIs have quality laboratory facilities, but, due to high demand and limited facilities, they are not available for teaching undergraduate students. Therefore, students from undergraduate programmes often graduate with mainly theoretical knowledge and very weak practical skills.

The current, centrally planned undergraduate curricula often do not reflect recent economic and social changes within Myanmar and internationally, and this limits the ability of students to work and study internationally. University education is criticised for too much emphasis on a rote-learning culture and not providing students with knowledge and skills relevant to Myanmar's societal and employment needs.

While Myanmar is expanding ICT infrastructure, HEIs remain poorly served in terms of access to internet resources, advances in electronic libraries and other relevant ICT-related instructional materials.

In order to improve the quality of distance education (DE), there is a need to improve the design of DE programmes, including the teaching system and teaching and learning resources, especially self-study materials.

Currently, there are no teachers exclusively for DE students, and this seriously undermines the quality of teaching for students enrolled in DE programmes. Also, laboratories and classrooms are insufficient, as DE students can only access these facilities when full-time students are on vacation. It is also difficult for students to understand their course subject material well due to insufficient teaching and learning time and limited interaction with teachers and students. It is vital for subject content to be delivered with greater efficiency and using modern technology.

The DE assessment and examination system needs to be strengthened. Assessments and marking of student work can only be undertaken at the end of the academic year through a final exam, without the benefit of tutorials. Greater effort is needed to strengthen the marking of course assignments, and to include these results under a formative and summative assessment system.

iii • Equitable access

Poverty and rural status combine to create a powerful barrier to participation in higher education for many students. The costs of boarding are a key obstacle for many students. Thus, student support programmes are needed to help students to overcome these cost and access barriers.

iv • Research development at higher education institutions

Myanmar's HEIs need to improve their research capacity in order to foster the development of new ideas and innovations. Academic staff across all HEIs should be engaged in research and their research findings need to be incorporated into their teaching programmes. To support these research activities investment is needed in primary data collection and the dissemination of research findings, as well as research tools, such as basic infrastructure, data analysis software and laboratory facilities.

A well-designed and merit-based funding mechanism is needed to fund research proposals developed by HEIs. Research that develops cost-effective solutions to improve the lives of Myanmar citizens should be prioritised for funding by the government. Currently, universities have limited research partnerships with industry and the private sector to fund and undertake joint research. There is also a need to reward outstanding and innovative research through wide dissemination of research findings, public recognition and awards and opportunities for overseas training and study tours.

Area 9: Management, Capacity Development and Quality Assurance

Four major challenges facing management, capacity development and quality assurance. These are:

i • Establishment of quality assurance system for the education sector

In recent years the government has undertaken a wide range of projects and programmes to improve education quality in schools and educational institutions. However, the full impact of these initiatives has not been realised due to the lack of a clearly defined and nationally mainstreamed Quality Assurance System for education.

ii • Strengthening co-ordination mechanisms

The education sector in Myanmar has recently experienced a dramatic increase in the number and diversity of organisations involved in providing education services. This is a positive development, as the government recognises that improving access to quality education for all citizens can only be achieved through partnerships between the MOE, other key ministries, different national groups, non-governmental organisations, private sector organisations, research centres, foundations and other organisations. There is a considerable untapped potential to further improve education service delivery in schools and educational institutions across the country through strengthening co-ordination between national and sub-national levels.

iii • Strengthening education management information systems (EMIS)

A major system challenge undermining education management, frontline service delivery and the mainstreaming of evidence-based decision making in the MOE is the lack of a well-designed, accessible and sector-wide performance monitoring system that tracks the implementation of national education programmes funded by the government and development partners. Currently, there is no central computer-based, national database that senior education officials can access from their offices to monitor the performance of national education programmes across all sub-sectors. Instead, programme-monitoring information is collected within departments and is seldom reported upon. Furthermore, much of the monitoring data that is collected and reported focuses on educational outputs; quantitative and qualitative data is not systematically collected and reported on the achievement of intermediate targets and outcomes.

There is an urgent need for the MOE to establish a national, computer-based monitoring system that tracks the performance of NESP programmes, ideally on a quarterly basis. Such a system is essential for senior MOE officials to assess the value for money of investments made in national programmes. In addition, this system will provide accurate and reliable information that senior managers can use to hold education managers across the education system to account.

iv • Capacity building for effective management

The recent restructure of the MOE will realise major positive impacts for students, parents and the government in terms of greater efficiency and effectiveness of national programmes. However, in the short term there are a number of capacity challenges that need to be addressed.

The MOE will need to implement a national training programme to strengthen the knowledge and skills of education managers at all levels of the national education system. Furthermore, the MOE will need to strengthen its own organisational culture to encourage teamwork, greater transparency, partnerships with non-governmental organisations and evidence-based decision making. The MOE will need to mainstream a competency-based performance management system that recognises and rewards the achievement of national education standards, as well as service values, such as helping others, leadership and achieving value for money for government investments in education.

2.2 • Education finance

Until recently households in Myanmar were providing the largest amount of finance for education; this cost burden undermined access to schools and educational institutions. From 2009–10 to 2011–12, households were providing approximately 60 per cent of the total cost of education, while the government was providing between 31–38 per cent. This trend has since reversed following a concerted effort to shift the responsibility for financing education away from households to the government. Reducing the education system's dependency on household expenditure has been a positive step towards improving access due to the fact that unaffordable education costs have been reported as one of the mains reasons that children are not in school.

Aspirations to improve access, quality and equity of the Myanmar education system will place even higher spending demands on the sector. This is because the funding gap has been so great for a long time, as many key education services have not been adequately funded. So, to reach the attainment levels of some of its ASEAN peers, Myanmar may have to raise finances further, in line with their levels of investment in education.

There are also challenges with the way spending decisions are made and the execution of expenditures. Currently, there is no system in place to ensure that spending decisions are driven by policy and programme priorities. Furthermore, finances are not allocated in an equitable way across the education sector and the restructuring of local government finance has also added complications to resource allocation processes. Development of the NESP 2016–21 is a key first step in addressing these challenges.

Investing more funds in education is essential to implement the NESP and improve education outcomes. Increased funding needs to be spent more equitably and more efficiently, with some redistribution directed to geographical areas of educational disadvantage and lower socio-economic groups, combined with gender-responsive budgeting.

2.3 • Alignment between high-level challenges and nine Transformational Shifts

Analysis of the sub-sector challenges presented in this chapter finds strong alignment with the five main system aspirations of the NESP: access, quality, equity, inclusion and efficiency. Therefore, the NESP must focus on strategies and programmes that directly address each of these aspirations within each sub-sector.

A second important finding is the strong interdependence between the challenges presented within different sub-sectors. For example, addressing the preschool challenges outlined in Area 1 will positively impact the drop-out challenges discussed in basic education (Area 2). However, if preschool challenges are not addressed then the drop-out challenges under basic education will be significantly harder to resolve, as higher numbers of children will be unprepared to complete primary school. In addition, addressing the high number of students dropping out of secondary education will be much harder to address if the related assessment and examinations (Area 4) and teacher education and management (Area 5) challenges are not concurrently addressed.

To successfully address the major sub-sector challenges, responsible MOE departments will need to identify and implement a series of complementary strategies and programmes in a well co-ordinated manner across all sub-sectors. This is essential in order to realise greater efficiencies and better value for money for government and donor investments in the education sector.

Addressing these challenges cannot be achieved through a 'business as usual' approach. Major shifts are required to transform the education system and ensure that all children in Myanmar are in school at the right age, progress through the education cycle and achieve quality learning outcomes that enable them to reach their full potential. To address the high-level challenges outlined in this chapter the MOE has identified nine Transformational Shifts that will transform Myanmar's national education system for the 21st century. The alignment between the major challenges presented in this chapter and the nine Transformational Shifts is shown in Table 2.1.

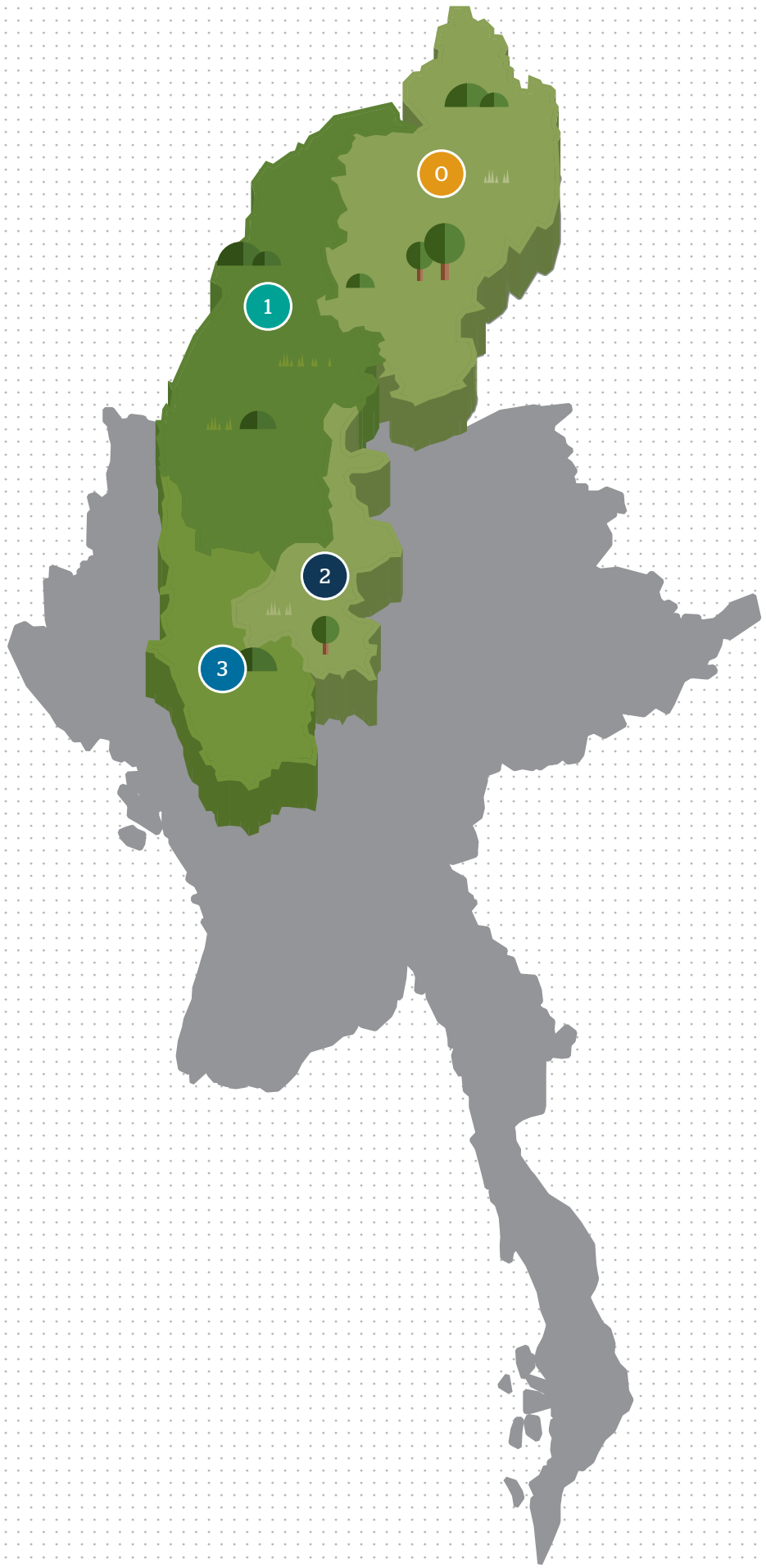
Table 2.1: Alignment between high-level challenges and nine Transformational Shifts

	Challenges	*Transformational Shifts*
1. Preschool and Kindergarten Education	Limited access to quality preschool and kindergarten education negatively affects school readiness, student learning achievement, community wellbeing and national economic development.	All children get a head start on their learning pathway through accessing quality preschool and kindergarten education.
2. Basic Education – Access, Quality and Inclusion	Children's access to retention and completion of basic education needs to be significantly improved. A quality assurance system needs to be implemented to improve student learning achievement and accountability.	All children can access, progress through and successfully complete quality basic education.
3. Basic Education Curriculum	The existing basic education curriculum does not align with the new KG+12 structure or provide students with the 21st century skills they need to progress in their chosen careers and lifelong learning pathways.	All school children develop knowledge, skills, attitudes and competencies that are relevant to their lives and to the socio-economic development needs of 21st century Myanmar.
4. Student Assessment and Examinations	A more balanced basic education national assessment policy and framework is needed that assesses student learning against national learning standards.	Teachers and education managers implement a quality assessment system to improve student learning achievement.
5. Teacher Education and Management	Basic education teachers need better management and continuous professional development in order to successfully apply interactive classroom teaching methods to improve student learning achievement.	Teachers support, develop and apply interactive classroom teaching and learning benefiting all students.
6. Alternative Education	AE provision needs to be transformed with new and improved quality, accessible, flexible and certified programmes that respond to the diverse needs of learners at different stages of their education and career pathways.	Learners can access and graduate from quality-assured, certified and nationally credentialed alternative education programmes to achieve their learning and career aspirations

	Challenges	*Transformational Shifts*
7. Technical, Vocational Education and Training	Students need better access to quality, industry-relevant and co-ordinated technical and vocational education and training (TVET).	**Most learners can access TVET and graduate from quality-assured and labour market-responsive TVET programmes under a more effective TVET management system.**
8. Higher Education	Myanmar's higher education system needs significant improvement in terms of quality-related dimensions, such as curriculum, learning environment, research and teaching processes.	**Students have equitable access a world-class higher education system, leading to better opportunities for employment and significant contributions to a knowledge-based economy.**
9. Management, Capacity Development and Quality Assurance	Inadequate quality assurance, management systems and co-ordination mechanisms, and low human resource capacity, are interdependent challenges that need to be addressed to support the successful implementation of the NESP.	**Managers at all levels apply evidence-based decision making and demand accountability for improved teaching and learning in schools and institutions.**

3

NESP Goal and Transformational Shifts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CHAPTER 3

NESP Goal and Transformational Shifts

3.0 • Introduction

This chapter introduces the NESP Goal and the nine Transformational Shifts and then explains the Theory of Change model for the NESP. This is followed by presentation of the strategic, high-level system targets for the NESP.

3.1 • The NESP goal

The NESP presents a comprehensive series of linked, sector-wide education reforms that will be implemented between 2016 and 2021 to achieve the NESP goal. The MOE commits to achieving the following goal statement by the end of the 2020–21 fiscal year:

Improved teaching and learning, vocational education and training, research and innovation leading to measurable improvements in student achievement in all schools and educational institutions

The three main reasons for this goal are as follows.

1 • High expectations from parents and students

Over the last three-and-a-half years of CESR research and Education Working Group - EWG analysis, MOE officials, EWG Working Group members and CESR officers have consulted with thousands of education stakeholders from across the country. There is universal consensus among these stakeholders that parents want their children to have significantly improved learning achievement at all levels of the national education system.

In response, the MOE has placed improvement in student learning as the central focus of the NESP goal. Furthermore, the MOE commits to undertake wide-ranging reforms and innovative strategies and programmes over the next five years to improve student learning achievement in all preschools, schools, colleges, universities and training institutions.

2 • Teachers have a key role to play in implementation of NESP reforms

The successful implementation of the NESP reforms will require behaviour change among head teachers, teachers and education managers at all levels of the national education system. Behaviour change means doing things differently, such as working to achieve new national school quality standards, adopting a new basic education curriculum, using a broader range of teaching methods in the classroom and implementing new activities to engage parents in their child's learning. However, it will be teachers in all schools and educational institutions who will play the most important role in the successful implementation of the NESP reforms.

For example, primary, middle and high school teachers will be directly involved in the successful introduction of a new national curriculum for basic education, as well as participating in a new national in-service continuous professional development training programme. They will also play a lead role in the adoption of a new classroom-based student assessment system and in strengthening national examinations for Grades 5, 9 and 12. Teacher educators in education colleges will be asked to adopt a new curriculum that covers the new basic education curriculum and a new component of a supervised teaching practicum for teacher trainees. University lecturers will be asked to include more practical, employment-related assignments into their courses to better prepare students for their future careers.

Many countries have placed teachers at the centre of education reforms, with hugely positive results. A recent Organisation for Economic Co-operation and Development (OECD) 65-country study found that countries with high-performing education systems, such as Singapore, Chinese, Taipei, Korea, Japan and Liechtenstein, have demonstrated that teachers are central to improving the quality of education and must be at the heart of education reforms.

Based on this, the MOE has decided to place teachers, and in particular classroom teaching, at the centre of the NESP goal.

There is convincing national and international research evidence that supports the MOE's decision to focus the goal on improving classroom teaching and student learning achievement. A more in-depth discussion of the definition of effective classroom teaching under the NESP and how the NESP goal will be measured is contained in Annex 3.1.

3 • TVET and higher education are fundamental for Myanmar's long-term social and economic development

High-quality technical, vocational education and training (TVET) that develops a skilled and competitive workforce is vital for sustainable socio-economic development. In the coming years a large number of skilled employees will be needed for the agricultural, energy, manufacturing, infrastructure and tourism sectors. The TVET system must equip learners with the knowledge and skills to achieve their career aspirations and contribute to Myanmar's economic growth.

Higher education is responsible for nurturing skilled human capital needed in government, business and industry. Higher Education Institutions (HEIs) have a key role to play in undertaking research and incubating innovative and creative thinking needed for an economically competitive society.

3.2 • The nine Transformational Shifts

The MOE has identified nine Transformational Shifts – one per sub-sector– that will collectively contribute to the achievement of the NESP goal. A Transformational Shift is a high-level vision statement that describes a desired future state of a particular part of education in Myanmar in 2021. There are five Transformational Shifts for basic education – one each for: (1) Preschool and Kindergarten Education; (2) Access, Quality, Inclusion; (3) Basic Education Curriculum (4) Student Assessment and Examinations; and (5) Teacher Education and Management. The remaining four Transformational Shifts are for: (6) Alternative Education; (7) TVET; (8) Higher Education; and (9) Management, Capacity Development and Quality Assurance (see Diagram 3.1).

Diagram 3.1: NESP goal and nine Transformational Shifts

The MOE commits to achieving the above nine Transformational Shifts by the end of the 2020–21 fiscal year. These Transformational Shifts and the NESP goal will help the MOE to achieve Sustainable Development Goal 4: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all.

3.3 • The Theory of Change model for the NESP

The MOE has researched and developed a Theory of Change model to clearly explain how the NESP goal and nine Transformational Shifts will be achieved by 2021. The Theory of Change model (Diagram 3.2) is a graphic representation of how educational change will occur in Myanmar through implementation of the NESP.

Educational change is defined as significant and sustained change occurring in schools, educational institutions and district and township offices experienced by education managers, teachers, students and parents. The NESP Theory of Change model has the following three main parts:

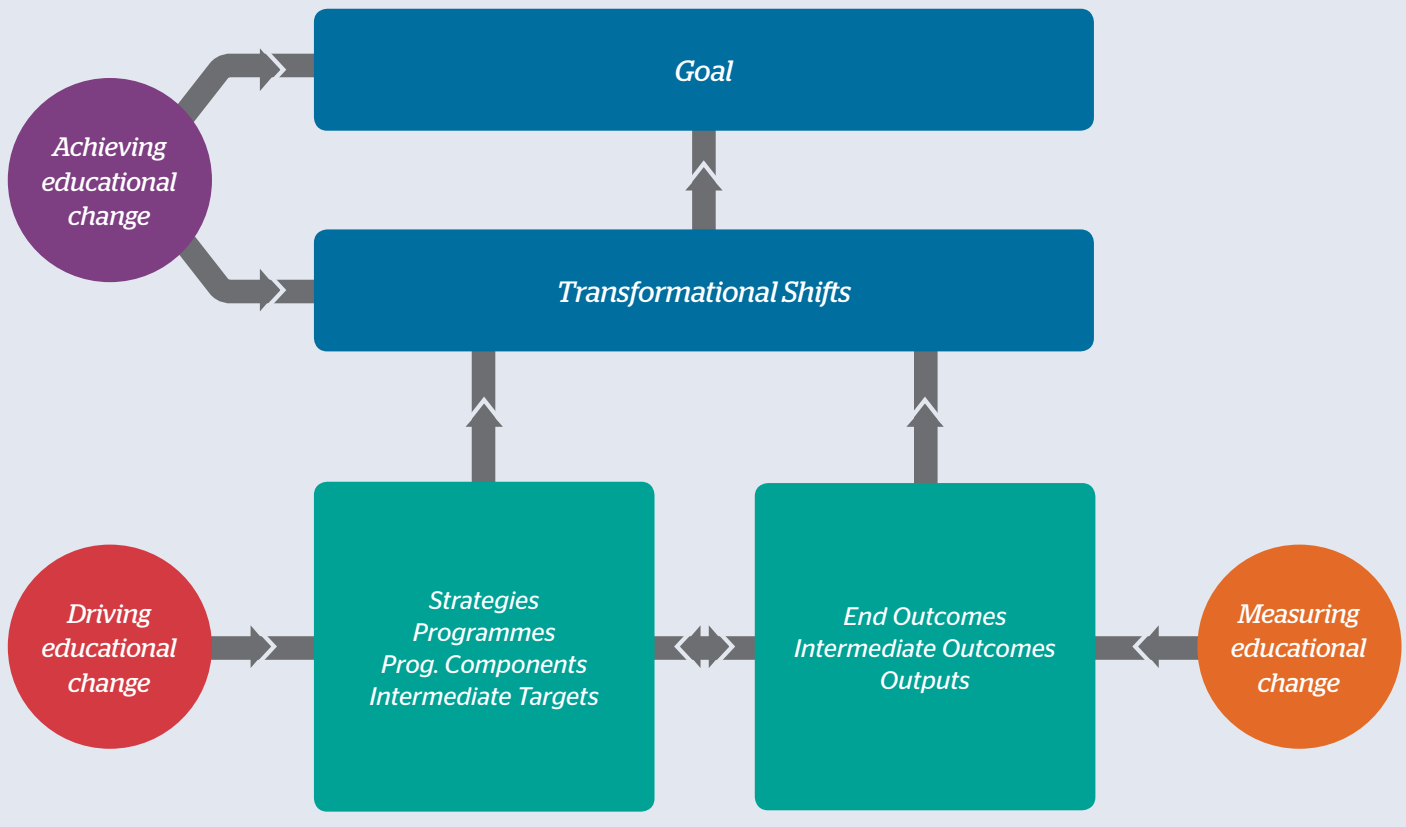
3.3.1 • Part 1: Achieving educational change

Educational change in Myanmar will occur at sector-wide and sub-sector levels through implementation of the NESP.

At the sector level the NESP goal statement describes the educational change that will occur after five years, i.e. Improved teaching and learning, vocational education and training, research and innovation leading to measurable improvements in student achievement in all schools and educational institutions.

At the sub-sector level the NESP describes nine Transformational Shifts that will be achieved, or partially achieved, after five years. Each Transformational Shift describes significant change occurring in a sub-sector in Myanmar by the end of 2021.

Diagram 3.2: Theory of Change model for the NESP



3.3.2 • Part 2: Driving educational change

The MOE has identified four sequential management interventions to drive and sustain educational reforms in Myanmar:

a • Strategies

A strategy is an MOE statement of commitment to achieve a Transformational Shift. On average, there are three strategies listed in each sub-sector to achieve the Transformational Shift.

b • Programmes

A programme is an umbrella term to achieve a strategy through a series of strategic activities. Under the NESP all strategies will be implemented as a programme to ensure they are achieved or partially achieved.

c • Programme Components

A programme component is a strategic activity to contribute to the achievement of a programme. Under the NESP programmes are made up of between one and six components.

d • Intermediate Targets

An intermediate target is an MOE commitment to achieve a quantifiable result by the mid-point of NESP implementation (i.e. by the end of the 2018–19 fiscal year).

3.3.3 • Part 3: Measuring educational change

The MOE has identified three tools to measure educational change and the achievement of the nine Transformational Shifts:

i • End outcomes

An end outcome describes a change that will take place in a target population by the end of 2021, either directly as a result of participation in a NESP programme (e.g. teachers adopt new classroom teaching methods after attending in-service training courses) or indirectly through association with a programme (e.g. students experience an improved learning environment after the renovation of their classroom).

ii • Intermediate outcomes

An intermediate outcome describes a critical result or milestone that must occur in order to contribute to the achievement of an end outcome.

iii • Outputs

An output is a quantitative result from activities undertaken to implement a programme component. Outputs provide useful evidence of progress made when implementing NESP programmes and programme components.

Key assumptions

- A key assumption in the NESP Theory of Change model is that the nine Transformational Shifts will contribute to the achievement of the NESP goal.
- A second key assumption is that the achievement of intermediate outcomes will contribute to the achievement of end outcomes.
- A third key assumption is that the achievement of intermediate targets will contribute to the achievement of intermediate outcomes.

3.4 • Phased implementation of the NESP

While the NESP provides an overall strategic reform agenda for the period 2016–21, the MOE recognises that many of the reforms will take longer than five years to successfully implement. For example, it will take longer than five years to provide quality, in-service training for more than 330,000 teachers working in basic education schools, expand access to quality TVET for students across the country, roll out the new basic education curriculum and expand access to the formal and alternative education and training pathways.

As a result, the MOE will undertake a phased approach to implementation of the NESP. Phase 1 (2016–21) will focus on establishing and implementing priority reforms that will directly contribute to the achievement of the NESP goal and nine Transformational Shifts.

Phase 2 of the NESP (2022–27) will aim to successfully complete priority NESP reforms from Phase 1, and implement additional complementary reforms in order to successfully achieve the NESP goal and Transformational Shifts.

Phase 2 of the NESP will be developed based on findings from a comprehensive mid-term review of Phase 1, undertaken at the end of the third year of NESP implementation (i.e. April/May 2019).

Under Phase 1 MOE will identify priority reforms on an annual basis and list them in a NESP Annual Priorities Plan. This will enable the MOE to respond to major changes in the education sector that have occurred over the last 12 months, such as:

a New policy announcements by the government.

b Publication of new performance data and/or research findings that highlights an urgent priority that needs to be addressed.

c Unexpected events, such as natural disasters.

Best practice lessons documented in countries with high-performing education systems have identified flexibility in responding to changes in the local education context as one of the most important lessons in successful reform implementation. The MOE will apply this important lesson through the NESP Annual Priorities Plan.

The NESP Annual Priorities Plan will enable the MOE to scale up NESP programmes that are having a high impact (based on quantitative and qualitative evidence) in schools and educational institutions. In addition, the MOE will be able to end NESP programmes that are not achieving results. Therefore, the NESP Annual Priorities Plan will be a crucial management tool to help focus attention on the most important reforms that deliver results.

3.5 • Strategic, high-level system targets

The MOE has undertaken an in-depth review of EMIS (2014–15) and National Census (2014) data, and identified a small number of strategic, high-level system targets that will be measured at the mid- and end-term evaluations of the NESP (see Table 3.1 below). These targets will provide a broad strategic overview of the extent of educational changes occurring across the national education system.

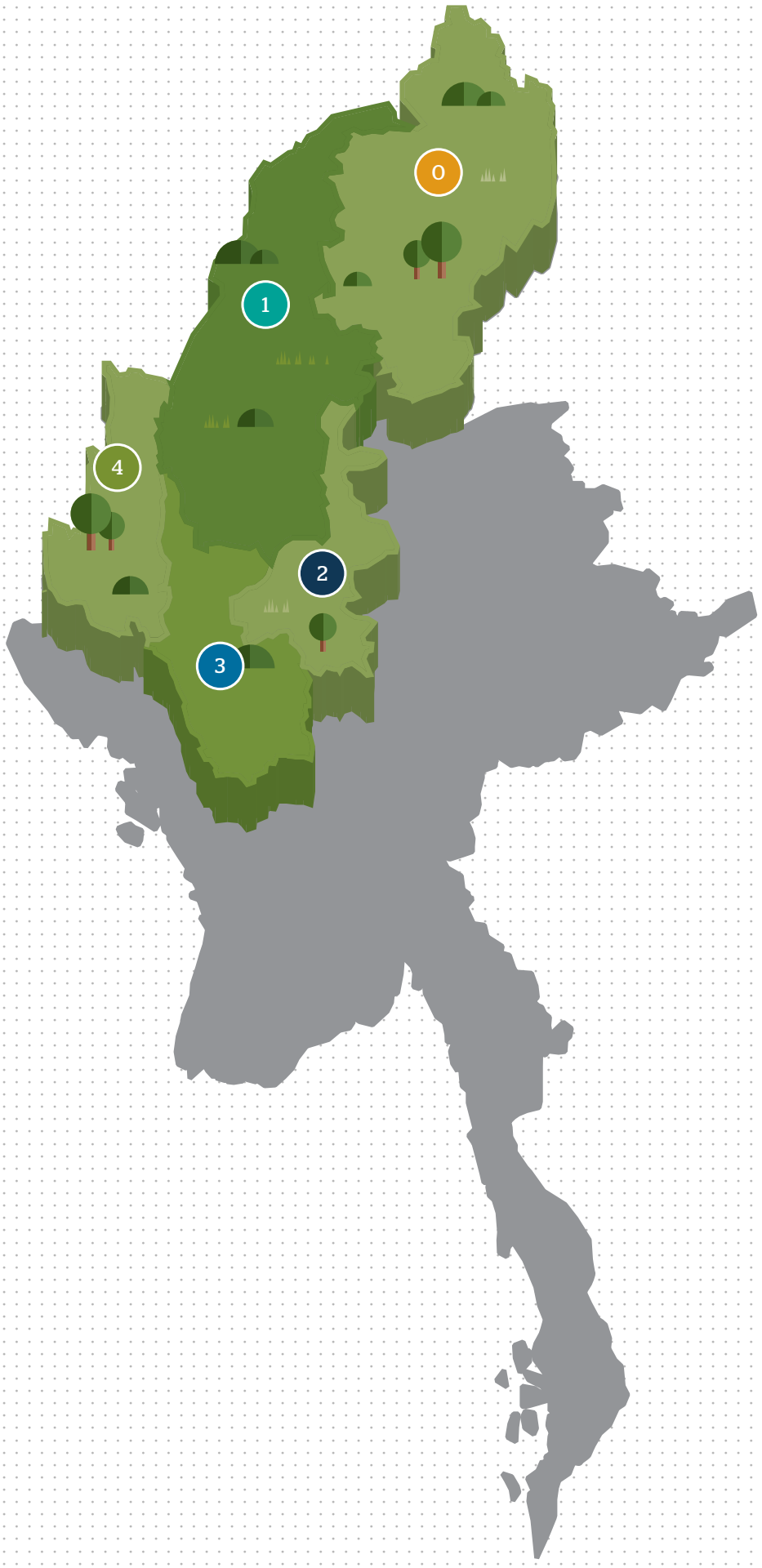
NESP system targets have been identified for two NESP implementation performance scenarios – low and high performance – depending on the level of resources that will be made available during implementation of the plan. A low level of financing (from government, development partners and households) will aim to achieve the low performance targets listed below; however, if there are higher levels of investment the high performance targets will be achieved. These two scenarios are discussed in greater depth in chapter 14.

Table 3.1: High-level targets to be achieved by the end of the NESP

	Baseline 2014–15			*NESP Targets 2020–21*	
	Students			*Students*	
Indicators	*Male (%)*	*Female (%)*	*All (%)*	*Low Performance*	*High Performance*
Preschool Education (3+ to 4+ years)					
Gross enrolment rate	24.83	24.42	24.62	30	35
Basic Education (Grade 1 to 11)					
Net enrolment rate - primary	82.06	90.84	86.4	90	95
Net enrolment rate - lower secondary	59.90	67.23	63.5	70	75
Net enrolment rate - upper secondary	30.43	33.81	32.1	36	40
Completion of at least Grade 1	94.5	95.5	95.0	95	98
Primary school (G5) completion	79.8	81.5	80.5	83	85
Primary to middle school transition	83.3	84.8	83.7	87	90
Middle school (G9) completion	43.7	45.9	44.1	50	55
Middle to high school transition	78.1	76.3	72.5	75	80
High school (G 11) completion	24.6	27.7	26.2	30	35
Alternative Education (AE)					
Adult Literacy Rate (15+)	92.64	86.88	89.52	91	93
Youth Literacy Rate (15+ to 24+)	94.50	93.59	94.02	95	96
Post-Secondary Education and Training					
Share with any post-secondary	14.4	18.9	16.7	25	30
(i) Non-diploma post-sec. TVET	0.4	0.5	0.5	8	12
(ii) Diploma programme	0.8	0.9	0.8	8	12
(iii) Bachelor and up	13.4	18.1	15.8	18	22

4

Preschool and Kindergarten Education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CHAPTER 4

Preschool and Kindergarten Education

4.0 • Introduction

The government is committed to expanding access to quality preschool and kindergarten education, which together comprise early childhood care and development (ECCD), as an integral part of major ongoing social sector reforms and expanded national economic development. In recent years there has been good progress in expanding access to ECCD services led by the MOE, Ministry of Social Welfare, Relief and Resettlement (MSWRR), partner ministries, national and international non-governmental organisations (NGOs), faith-based organisations (FBOs) and community-based organisations (CBOs). However, many young children in Myanmar who have the greatest need for quality early childhood services, such as ethnic children, those living in remote areas, those with special developmental needs and girls in especially vulnerable circumstances, are still unable to access ECCD services.

Currently, access to ECCD services in Myanmar lags far behind most other countries in the Asia Pacific Region. Furthermore, Myanmar trails its neighbours in equitable access to services, with ECCD services concentrated in urban areas where only 30 per cent of the population lives. Thus, the country consistently receives a low ranking in the World Inequality Database on Education.

Overall, a diverse and complex picture of disadvantage exists across Myanmar, with ethnic children and those living in remote areas often experiencing high levels of disadvantage in terms of access to essential basic services. Many young children in Myanmar live in difficult circumstances that impede their chances of achieving success. Key factors that create vulnerable situations for children include lack of access to education, health and social services; malnutrition; migration (especially seasonal migration for economic reasons); violent conflict and internal/external displacement; natural disasters; and preventable illnesses.

National indicators often do not reflect disparities in access to basic social services. Therefore, it is vital to analyse national data through other important dimensions, such as urban–rural status, household income, ethnicity, gender, remoteness, disability, post-conflict setting and vulnerability to natural disasters. The lack of reliable and disaggregated data on access to ECCD services remains a key challenge for the sector to address in the coming years.

Focused efforts and strategic investments are clearly needed to provide integrated, high-quality ECCD services that address the holistic development of young children. This will require significant strengthening and streamlining of cost-effective and accessible ECCD interventions to address service delivery gaps and meet the diverse needs of young children and their families.

Many economists, child development specialists and social policy researchers working in Myanmar and internationally have ranked investment in ECCD services as one of the most important social and economic investments a country can make in order to maximise investments in other sectors. Research shows that children who participate in quality ECCD programmes are likely to:

- Achieve higher levels of cognitive development.
- Be better prepared to learn when they enter primary school.
- Have lower repetition and drop-out rates in early primary grades.
- Have higher levels of learning achievement and completion rates.
- Have improved physical and mental health.
- Avoid engagement in high-risk behaviours.

Additionally, several international studies have concluded that investing in ECCD has long-term societal benefits, such as lower levels of poverty, increased community health, reduced rates of crime, reduced social welfare spending, increased economic productivity and competitiveness, and increased tax revenue. Research in other countries has shown that culturally and linguistically appropriate ECCD services can also help achieve peaceful relations among ethnic groups.

The majority of countries in the Asia Pacific region have recognised that ECCD programmes that include children with special needs, actively involve parents and combine child development, nutrition, health monitoring and medical referrals, are key to preparing children to become effective parents, active community leaders and innovative thinkers. These benefits will ultimately help Myanmar build a productive, skilled labour force and a healthy, economically dynamic nation.

4.1 • Legal and policy context

The National Education Law (NEL) (2014) states that ECCD "promotes the holistic development using developmentally appropriate methods for children from birth to age 8" (Chapter 1, Clause (n)), while preschool "is for children aged 3 to 5 years to develop their physical, intellectual, moral, social and psychological skills and prepare them for continuing into primary education" (Chapter 1, Clause (o)). In addition, the law states that kindergarten education is "education that promotes holistic development using appropriate methods for five year-olds to ease their transition to first grade" (Chapter 1, Clause (p)).The NEL also stipulates "kindergarten will be regarded as the base level of Primary Education" (Chapter 5, Clause 16(b)). The NEL (2014) encourages parents, guardians, community members and villages to cooperate with local governments and national and international organisations to support the delivery of quality ECCD services.

The Myanmar ECCD Policy, approved by the government and launched on 8 July 2014, outlines major national initiatives to support education for children from birth to eight years of age. The policy focuses on improving the quality of early learning services, addressing service gaps and expanding access to quality ECCD services as rapidly as possible.

4.2 • Preschool and Kindergarten Transformational Shift

The challenges and opportunities for expanding access to ECCD services in Myanmar highlight the need to prioritise investments in order to reach the children with the greatest need.

Therefore, the MOE and MSWRR must prioritise ECCD services for the zero to six age group that will have the greatest impact on preparing students for primary school. Based on national and international research, it is clear that the strategic focus for the government for the next five years should be on expanding access to quality preschool and kindergarten services for children aged three to six years, especially for children living in remote areas, ethnic communities, those with special developmental needs and girls in especially vulnerable circumstances.

As a result, the MOE has identified the following Transformational Shift for preschool and kindergarten education. It is inspired by countries in the Asia Pacific region that have reaped impressive social and economic benefits in recent years from well-planned, well-executed and well-funded preschool and kindergarten programmes.

Transformational Shift that the MOE commits to achieving by 2021: All children get a head start on their learning pathway through accessing quality preschool and kindergarten education.

The following section outlines the strategies and programmes the MOE will implement to achieve this Transformational Shift.

4.3 • Strategies to achieve this Transformational Shift

The following strategies are informed by an extensive body of national and international evidence that has found that high-quality early learning programmes for children builds a strong foundation for lifelong learning and strengthens democratic institutions and the peace-building process.

4.3.1 • Strategy 1: Strengthen governance and co-ordination of preschool services

The Myanmar ECCD Policy of 2014, as well as ECCD CESR reports and Education Working Group reports, have all recommended strengthening governance of preschool services. These are, the MOE and MSWRR will implement a Preschool Governance and Co-ordination Programme targeting children aged three to five years. This programme will have the following two components:

Component 1: Establish ECCD Committees at district and township levels

Findings from a UNESCO study on the expansion of preschool services in 152 countries highlighted the importance of ECCD policy formulation and service delivery involving effective co-ordination and collaboration across a number of ministers and sectors. In addition, it must involve a broad group of stakeholders from government, civil society and private sectors to enable multi-pronged, holistic programmes that reach large numbers of children without access to quality preschool services.

It is clear that existing governance structures must be strengthened in order to involve a wide range of partners at each level in the expansion of quality preschool services across the country. The ECCD policy (2014) outlines a clear governance structure – co-ordination, advocacy and monitoring committees – to be established at national, state/region, district, township and community levels.

Component 2: Preschool census and mapping baseline

Education officials and managers at all levels of the national education system, as well as managers from the MSWRR, urgently need access to quality data on the level of access to preschools across the country. Lack of quality (accurate and timely) data on access has made it difficult for education planners and senior managers to address current inequities in service provision across the country. Lack of data also undermines efforts to mainstream evidence-based planning approaches and secure government and development partner investments to expand access to quality preschool services.

To address these issues, the MOE will undertake a preschool census and mapping baseline, that will be integrated with the Department of Basic Education school census and mapping baseline.

4.3.2 • Strategy 2: Expand access to preschool services for children in rural and remote areas

Children and families living in rural and remote ethnic areas in Myanmar have historically been significantly disadvantaged in accessing quality preschool services due to a range of inter-related challenges. However, it is children living in these areas who have the greatest need, and who are likely to benefit the most from accessing quality preschool services.

In recent years, the MOE and MOSWRR have made good progress in increasing access to preschool services. The MOE increased the number of school-based preschools – from 2,272 serving 50,018 children in 2009 to 4,119 serving 134,319 children in 2014. The MOSWRR increased the number of community-based preschools from 68 serving 9,726 children in 2011 to 75 serving 11,081 children in 2014. In addition, the MSWRR increased the number of self-help preschools from 720 serving 21,600 children in 2011 to 851 serving 25,530 children in 2014. The MOEs strategy to establish school-based preschools has taken advantage of existing infrastructure, trained and experienced educators and governance structures. However communities who do not have school are unable to benefit from this programme.

Children with special developmental needs also face extensive, interlinked barriers to accessing preschool services despite the proven impact of early interventions. If developmental needs are identified early, many can be addressed and their effects mitigated, enabling children to progress through the education system and lead healthy and productive lives.

To address the above challenges, the MOE and MSWRR will implement a national Access to Preschool Services Programme, with the following two components:

Component 1: Expand access to school- and community-based preschools through preschool grants to disadvantaged areas

The traditional approach taken by governments internationally to expand access to preschool services often involves developing a standardised national programme and then implementing it in a phased manner, starting with urban and accessible rural areas and then reaching more remote rural areas. The justification for this approach is often a combination of demand for immediate results and value for money; i.e. more children can be reached at a lower cost in urban and accessible rural areas compared with remote rural areas.

This implementation strategy has major negative consequences in terms of access to quality preschool services for children and families living in remote rural and ethnic areas. First, and most importantly, it reinforces existing inequities by prioritising children living in more accessible rural and urban areas over those living in remote rural and ethnic areas, as well as children who do not have special developmental needs. Second, funding cycles and national priorities can often change before a national programme is able to reach remote rural and ethnic areas.

Currently the government is supporting preschools through community-and school-based service delivery models. International research has demonstrated that non-profit, civil society and private sector partnerships and funding have the potential to support a phased expansion of preschool services, with a focus on marginalised children. There is a great deal of experience and expertise within Myanmar in community-managed and faith-based provision of preschool services, which can provide a key foundation for expansion. These initiatives suppoted needs to be approached in a systematic way, with co-ordination and systemic data management, linkages to quality standards and harmonised training and accreditation.

Best practice lessons shows that a transparent and well-co-ordinated financing mechanism is essential to mobilise funding support from non-profit organisations and international donors. In Myanmar there is huge potential in the coming years to mobilise significant funding support from national and international companies, non-profit foundations, international donors and local citizens, to expand access to quality preschool services.

To address these points the MOE and MSWRR will apply a strategic targeting approach to expand access to preschool services in disadvantaged areas through preschool grants. This funding mechanism will enable the expansion of preschool education to underprivileged children in remote and ethnic communities.

Component 2: Provide early childhood intervention and rehabilitation services for children with special needs aged three to five years

Children with disabilities are particularly likely to be excluded from ECCD services. While there is little reliable data, analysis suggests that very few children with disabilities, developmental delays, atypical behaviours and chronic diseases are receiving ECCD services. This trend is especially important to counteract, as pilot programmes have demonstrated that children with disabilities who are able to access ECCD services are highly likely to transition to mainstream schooling. To address these issues, the MOE will provide early childhood intervention and rehabilitation services (ECIR) for children aged three to five years.

4.3.3 • Strategy 3: Improve preschool quality to better prepare children for primary school

The quality of existing preschool services is highly variable. Despite some high-quality programmes, the majority of service providers do not meet the minimum quality standards established by the MOE and MSWRR. Furthermore, there is currently no national system for monitoring and quality assurance.

To address these challenges, the MOE and MSWRR will implement a national Preschool Quality Improvement Programme, consisting of the following three components.

Component 1: Provision of integrated packages of interventions for preschools in rural and remote areas

Limited co-ordination of preschool services across the country has resulted in a wide range of different preschool models being developed and implemented by partner organisations. This has created confusion among parents, with different demands placed upon them to support local community-based preschools. There is also a wide variation in the quality of preschool services. Lack of a standardised model for school and community-based preschools has made it much harder to monitor, in a sustained and systematic manner, the achievement of national quality standards.

To address these issues the MOE will develop and distribute a standardised, integrated package of interventions that will directly improve the quality of school- and community-based preschools in the most marginalised communities.

Component 2: National preschool teacher training and preschool management committee training

The lack of standardised or in-depth training and the low status of preschool teachers negatively affects preschool teacher quality. Currently, there is very limited systematic and continuous in-service training for preschool teachers and management committee members. The effectiveness of existing short-term, one-off teacher training courses has been undermined by a lack of follow-up refresher training or mentoring and support for preschool teachers. Poor quality preschool programmes can have adverse effects on child health and safety, leading them to drop out. There is clearly a need for training for preschool teachers and community members involved in the management and monitoring of preschools.

Component 3: Quality assurance through assessment of the achievement of national preschool standards

Currently there is no national database that provides senior education officials with a clear picture of which government quality standards are being achieved by preschool service providers. Therefore, it is impossible to hold service providers to account for the achievement of minimum quality service standards. This has enabled many service providers to get away with poor quality service provision, which in turn has resulted in low value for money for families paying for these services. The systematic assessment of the quality of preschool service providers by the MOE and MSWRR is vital to encourage parents to invest in preschool education. In addition, it will provide a mechanism through which parents can place demands on their local preschool service provider to achieve and surpass government quality standards.

Nationwide monitoring of preschool quality standards will require development of a quality assurance system combined with professional training for district and township officers responsible for preschool education.

4.3.4 • Strategy 4: Implement quality kindergarten education

A transition year between preschool and primary school is internationally recognised as vital for enabling children to adapt to the different educational and social setting of primary school, while continuing to help them make gains in their development. This transition year is normally referred to as kindergarten.

In transitioning from preschool to primary school, children can face challenges in adjusting to changes in the structure of the way they learn, the reduced levels of parental involvement, and new rules, routines and atmosphere. Successful transitions occur if children are emotionally, psychologically, physically and intellectually prepared for their new learning environment. If children are not prepared, they are more likely to struggle in school, or to drop out altogether. Adjusting to a school setting can be particularly challenging for children from marginalised backgrounds, including children with special educational needs, and children from ethnic backgrounds. Kindergarten helps provide a level of continuity while easing children into this new setting.

To address these challenges, the MOE will implement a Quality Kindergarten Programme to enable children to transition successfully to primary school. It will consist of the following components:

Component 1: Provision of kindergarten infrastructure and appropriate teaching and learning materials

To successfully roll out the kindergarten year across the country many schools (including monastic schools, other faith-based schools and private schools) will need new classrooms or support to renovate existing classrooms. International and national best practice shows that in order to effectively support children to transition to Grade 1, kindergarten classrooms should be welcoming, safe and secure settings. Furniture needs to be robust, age appropriate and suitable for active learning. There needs to be an adequate supply of engaging teaching and learning materials that are in line with the new curriculum. In addition, the class size needs to be manageable for teachers, and there should be a sufficient teacher–student ratio.

Component 2: Promotion of parental involvement in kindergarten

Parental, community and head teacher engagement is crucial in enabling kindergarten to succeed. Children transition better when their parents or caregivers are actively involved in their learning, while parents/caregivers can support their children better when they are informed about the importance of the transition process that kindergarten provides, and when thay are in contact with their child's kindergarten teachers. Reaching out to parents and caregivers is thus an essential component of the kindergarten programme. Parents can also be involved in monitoring kindergarten education and ensuring that it meets quality standards.

Component 3: A national teacher-training programme for kindergarten specialisation

Kindergarten teaching that supports children's development while preparing them for primary school requires a unique set of skills that encompasses interactive teaching, support for child development and parental engagement. The MOE needs to train a large number of teachers to be able to teach the kindergarten level, using the new kindergarten curriculum framework.

4.4 • Results frameworks

4.4.1 • High-level results framework

Transformational Shift: All children get a head start on their learning pathway through accessing quality preschool and Kindergarten education

Strategies	Strategy 1: Strengthen governance and co-ordination of preschool services	Strategy 2: Expand access to preschool services for children in rural and remote areas	Strategy 3: Improve preschool quality to better prepare children for primary school	Strategy 4: Implement quality Kindergarten education
End Outcomes	Better governance and co-ordination of preschool services by ECCD Committees results in effective delivery of preschool education	Improved access to quality preschool services for children aged three to five years living in rural and remote areas	Children are better prepared for entrance to Kindergarten after attending preschool	Successful transition to Grade 1 by children who have completed one year of Kindergarten
Outcome Indicators	Percentage of ECCD Committees that can demonstrate measurable improvements in access to quality preschool education in their townships	Percentage of children aged three to five years living in disadvantaged areas who can access a quality preschool	Percentage of children in Kindergarten who have preschool experience Kindergarten net enrolment	Percentage of children who complete Kindergarten and transition to primary

4.4.2 • Intermediate results framework to achieve strategy 1

Strategy 1: Strengthen governance and co-ordination of preschool services		
Programme to achieve the strategy: ECCD Governance and Co-ordination Programme		
Programme Components	C1: Establish ECCD Committees at district and township levels	C2: Preschool census and mapping baseline (integrated with the Department of Basic Education school census and mapping baseline)
Intermediate Outcomes	ECCD Committees at district and township levels to actively co-ordinate ECCD services	Preschool database in place and used to inform planning and budget decisions
Intermediate Targets (by end of 2018–19)	40 township ECCD Committees are strengthened through training, management guidelines and related support 70 per cent of women members in ECCD Committees ECCD Committees at district and township levels actively coordinate ECCD services	Preschool/School Census and Mapping Baseline data collected from visits to 45,000 schools and 5,000 preschools and visits to at least 200 villages without schools Note: This target is the same target for the basic education see Chapter 6, as it is an integrated activityv

4.4.3 • Intermediate results framework to achieve strategy 2

Strategy 2: Expand access to preschool services for children in rural and remote areas		
Programme to achieve the strategy: Access to Preschool Services Programme		
Programme Components	C1: Expand access to school- and community-based preschools through preschool grants to disadvantaged areas	C2: Provide early childhood intervention and rehabilitation services for children with special needs aged three to five years
Intermediate Outcomes	Children aged three to five years have access to school- and community-based preschool services	Children aged three to five years with special needs can access ECI services
Intermediate Targets (by end of 2018–19)	Operational Preschool Services Grant Fund 400 school-based and 400 community-based preschools awarded Matching Grants	ECI services established in 5 townships in 3 States/Divisions

4.4.4 • Intermediate results framework to achieve strategy 3

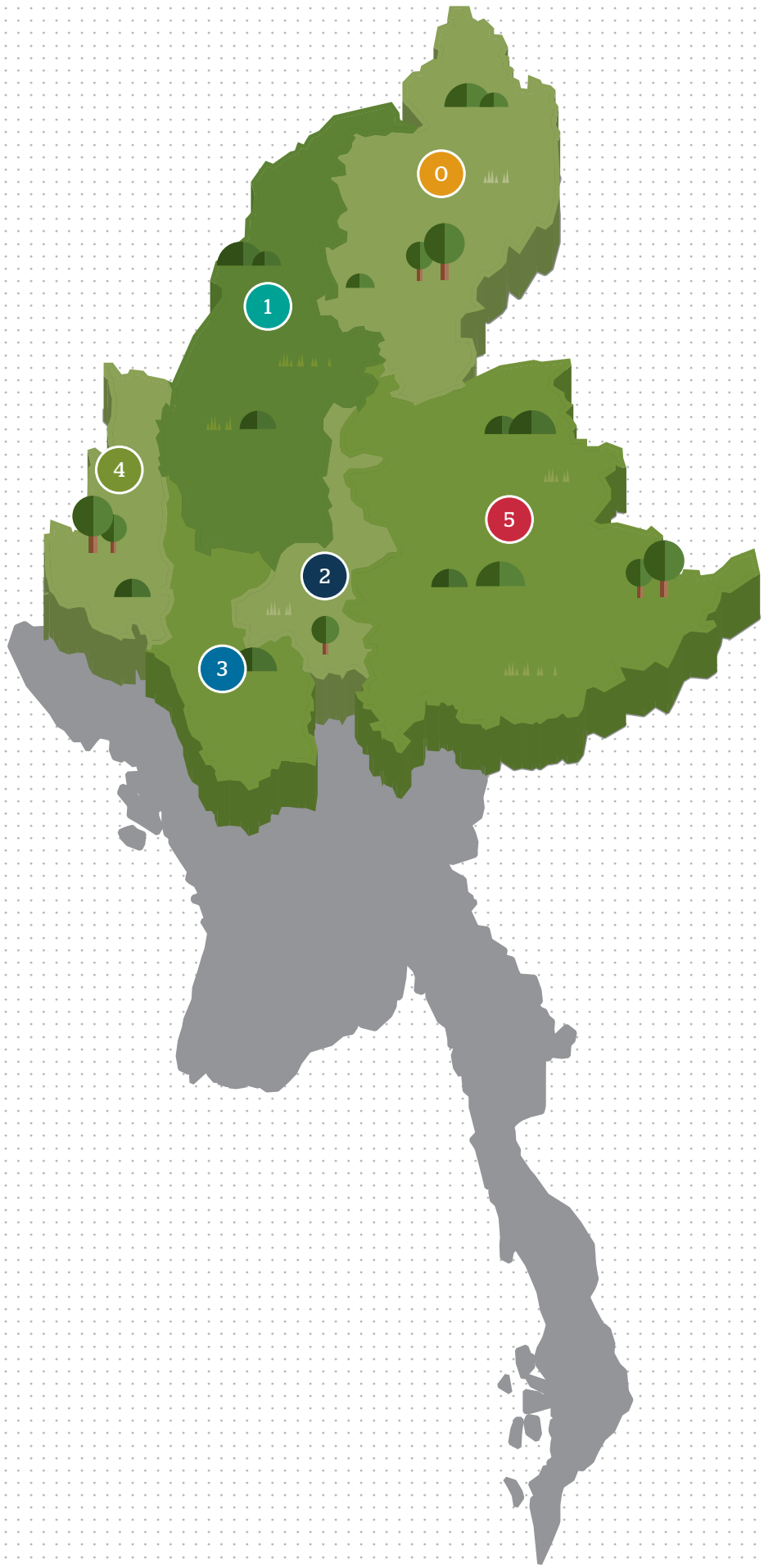
Strategy 3: Improve preschool quality to better prepare children for primary school			
Programme to achieve the strategy: Preschool Quality Improvement Programme			
Programme Components	C1: Provision of integrated packages of interventions for preschools in rural and remote areas	C2: National preschool teacher training and preschool management committee training	C3: Quality assurance through assessment of the achievement of national preschool standards
Intermediate Outcomes	Children have high attendance and participation in their upgraded preschool classes	Preschool teachers successfully apply new child-centred knowledge and skills in teaching children in preschool classes	Each year trained and resourced township officers successfully complete Quality Standards Assessments of all school- and community-based preschool service providers
Intermediate Targets (by end of 2018–19)	400 integrated packages of interventions provided to school-based preschools 400 integrated packages of interventions provided to community-based preschools	Approved national in-service teacher training programme 2,000 preschool teachers trained 50 per cent of teachers observed using new knowledge and skills covered in the in-service training course	300 township officers trained and resourced in undertaking Quality Standards Assessments 3,000 Quality Standards Assessments of school- and community-based preschool service providers

4.4.5 • Intermediate results framework to achieve Strategy 4

Strategy 4: Implement quality kindergarten education			
Programme to achieve the strategy: Quality Kindergarten Programme			
Programme Components	C1: Provision of Kindergarten teachers, classroom infrastructure and appropriate teaching and learning materials	C2: Promotion of parental involvement in Kindergarten	C3: A national teacher training programme for Kindergarten specialisation
Intermediate Outcomes	All children have access to kindergarten education	Head teachers, teachers and parents actively co-operate in ensuring quality Kindergarten education	Teachers effectively apply child-centred knowledge and skills in teaching children in Kindergarten classes
Intermediate Targets (by end of 2018–19)	5,000 kindergarten classrooms built and 7,000 classrooms renovated to a quality standard 40,000 kindergarten classrooms have adequate supply of quality learning materials 40,000 kindergarten classrooms have 1 teacher per 35 children	30 per cent of parents are involved in the systematic supervision of Kindergarten education 50 per cent of parents are informed about kindergarten teaching and learning and follow their child's progress through Kindergarten education	Approved national kindergarten teacher training programme

5

Basic Education Reforms for the 21st Century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CHAPTER 5

Basic Education Reforms for the 21st Century

5.0 • Introduction

The NESP has a strong focus on basic education as this sub-sector provides educational opportunities for more than nine million, two hundred thousand students who are attending government, monastic and private sector schools across the country. Over the coming five years the MOE will implement a comprehensive and integrated series of basic education reforms that will make a significant contribution to the achievement of the NESP goal and to five of the nine Transformational Shifts that focus on basic education. These reforms focus on improving preschool and kindergarten education, basic education access, quality and inclusion, curriculum, student assessment and examinations and teacher education and management. In Table 5.1 below these 25 major basic education reforms are listed alongside the main responsible implementing departments in the MOE.

A key issue that will determine the overall success of the basic education reforms will be the extent to which the MOE can effectively and efficiently coordinate a broad range of reform activities undertaken by different MOE departments.

Effective co-ordination and leadership by the MOE is vital to maximize synergies between different reform areas, such as curriculum, student assessment and teacher education. Effective coordination is also vital to ensure strong linkages and synergies between the formal basic education system and complementary education systems and service providers that offer other pathways for students such as the alternative education and monastic education systems. Over the five years of the NESP sustained coordination and effective implementation of basic education reforms and linked national programmes will be vital to maximize impacts on student learning achievement and realise value for money for government and development partner investments.

A second crucial success factor in the implementation of the basic education reforms is the issue of reform sequencing. Many of the above listed basic education reforms will have higher chances of being sustained and achieving the intended impacts if they are implemented in a logical sequence. For example, for the MOE to maximise the impact of school quality improvement grants (see major BE reform No. 12 above) recipient schools must have been assessed by township officers using a new School Quality Standards Assurance Framework (BE reform No. 11). Also it would be ideal if head teachers receive school leadership and management capacity building training (BE reform No. 13) prior to receiving grants so that they have the knowledge and skills to develop a School Quality Improvement Plan which will be the basis for using their grant.

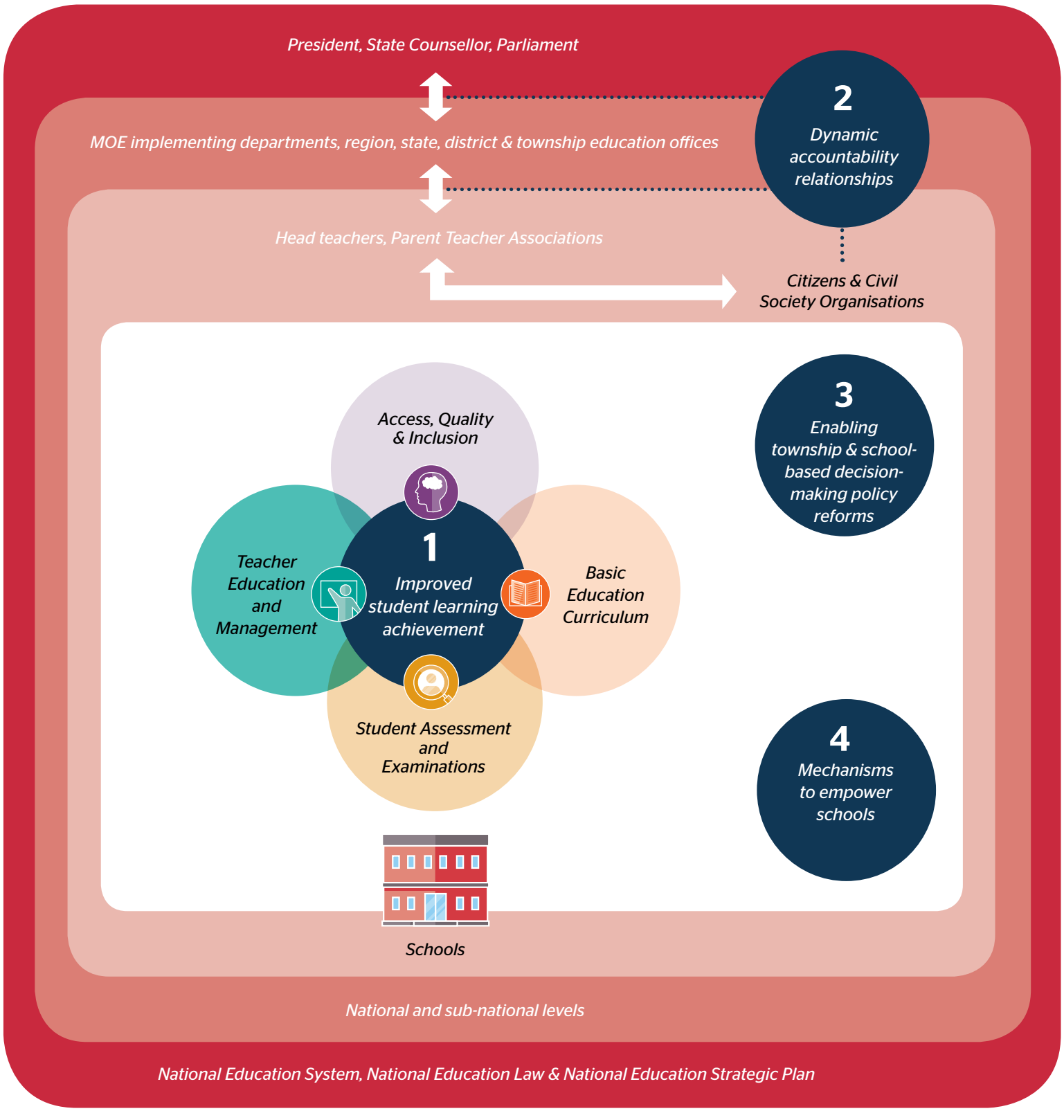
A third important success factor in implementation of the basic education reforms will be the extent to which the MOE can clearly explain to education stakeholders across the country, especially students, parents and teachers, why the reforms are being undertaken and what they will achieve in terms of measurable improvements in teaching and student learning achievement. There is an extensive body of international research that highlights the importance of sustained communication with key stakeholders in order to build awareness, ownership and sustainability of national education reform programmes. It is therefore vital for the MOE to ensure that education stakeholders at all levels of the national education system are informed and mobilized to support the successful implementation of the basic education reforms.

To highlight the importance of effective coordination, sequencing and communication of the basic education reforms the MOE has developed a Conceptual Framework for Basic Education Reforms (see Diagram 5.1 below).

Table 5.1: Basic education implementing departments and major reforms proposed under the NESP

BE Impl. Depts.	*NESP Chapter responsible for:*	*Major basic education reforms proposed under the NESP*
Department of Basic Education (DBE)	**Chapter 4:** Preschool and Kindergarten Education	1. Strengthen governance and co-ordination of preschool services 2. Expand access to preschool services for children in low-income rural and remote ethnic areas 3. Improve the quality of preschools to better prepare children for primary school 4. Implement new kindergarten curriculum for five-year-old children
	Chapter 5: Basic Education Reforms for the 21st century	5. Decision making in schools and townships policy 6. Development of a partnership mechanism to support the participation of different education service providers 7. BE reforms awareness communication campaign and monitoring implementation challenges and stakeholder perceptions
	Chapter 6: BE – Access, Quality and Inclusion	8. Expand and upgrade existing schools and construct new schools 9. Provide teaching and learning materials packages for basic education schools 10. Support at-risk students with equitable access to basic education 11. Establish school quality standards and undertake quality assurance assessments of basic education schools 12. Provide school quality improvement grants to implement School Quality Improvement Plans 13. Strengthen school leadership and management through capacity-building training
Department of Educational Research, Planning and Training (DERPT)	**Chapter 7:** BE – Curriculum	14. Revise and update the basic education curriculum emphasising 21st century skills 15. Develop textbooks and teachers' manuals for the new curriculum 16. Build the professional capacity of curriculum and materials development teams 17. Strengthen the curriculum management system and implement curriculum monitoring and evaluation systems
Department of Myanmar Examinations (DME)	**Chapter 8:** BE – Student Assessment and Examinations	18. Develop and implement a National Assessment Policy 19. Establish a new classroom assessment system 20. Strengthen Grade 5, 9 and 12 exams 21. Restructure the Department and strengthen the capacity of officers in key technical areas 22. Strengthen ICT systems
Teacher Education Section, Department of Higher Education (DHE)	**Chapter 9:** BE – Teacher Education and Management	23. Strengthen teacher quality assurance and teacher management 24. Improve the quality of pre-service teacher education 25. Improve quality of in-service teacher professional development

Diagram 5.1 Conceptual Framework for Basic Education Reforms



5.1 • Conceptual Framework for Basic Education Reforms

The Conceptual Framework for Basic Education Reforms (Diagram 5.1) shows the interdependent and complementary relationships between four important basic education reform areas: (a) access, quality and inclusion; (b) curriculum; (c) student assessment and examinations; and, (d) teacher education and management. In addition, the Framework highlights four important guiding principles, which are represented as dark blue circles. These principles are further explained below.

Principle 1: Maximising improvements in student learning achievement through a sequenced and integrated approach to programme implementation

The centre of the Conceptual Framework for Basic Education Reforms is where the four basic education reform areas intersect to achieve the highest possible improvements in student learning achievement. This point also represents the best possible value for money for government and development partner investments, as well as a high standard of programme implementation efficiency. Achieving this desired point of excellence will require close collaboration between implementing MOE departments in order to carefully sequence the implementation of the 25 major basic education reforms outlined in the NESP.

Over-investing human and financial resources in one reform area and under-investing in others will undermine the achievement of the basic education reforms. For example, if teachers are trained in interactive classroom teaching methods and are then unable to access new curriculum materials which support interactive pedagogy then clearly they will be unable to apply what they have learned in their training courses. Teachers will most likely quickly revert back to existing teacher-centred teaching methods and the investments made in teacher training will be wasted.

Principle 2: Dynamic accountability relationships to improve student learning

The successful implementation of the basic education reforms is entirely dependent on effective accountability relationships between education stakeholders across all levels of the national education system.

At the national level external stakeholders, such as senior government officials as well as Members of Parliament, citizens and civil society organisations, all have a key role to play in monitoring the performance of the MOE. As a result, strong bi-directional accountability relationships are listed in the Conceptual Framework (see Diagram 5.1) between these actors and the MOE.

Equally important are strong and effective accountability relationships between senior and middle-level managers from the MOE and state/regional education officers and officials/managers at district and township levels. These relationships are essential to support schools to succeed in implementing the basic education reforms.

However, the most crucial accountability relationships are between township education officers and head teachers and Parent Teacher Associations (PTAs). This is because township education officers are directly responsible for holding schools to account for the successful implementation of the basic education reforms and achieving measurable improvements in student learning.

Principle 3: Enabling township and school-based Decision-making policy reforms

Centrally managed basic education reforms cannot be successfully implemented in schools without recognising the local school and township context. This issue has been a major reason for reform failure in countries internationally in recent years – government ministries have often failed to recognise the importance of implementing bottom-up, complementary reforms to support and enable the successful implementation of centrally managed reforms.

Head teachers and PTAs need to be empowered and given greater decision-making to make changes in their school that support successful implementation of the basic education reforms. In addition, township education officials need to be empowered to support schools to implement these reforms.

If this aspect is neglected then there is a high risk of reform failure, as head teachers and PTAs will not have the authority to adapt and sustain the basic education reforms within their school community. As an example, head teachers need effective accountability procedures in place to report teachers who refuse to adopt new teaching methods or use new teaching and learning materials to township education offices. In addition, PTAs need to be empowered to be able to monitor and demand accountability from their head teachers and teachers to successfully implement the basic education reforms.

Principle 4: Mechanisms to empower schools to support and sustain the basic education reforms

Effective mechanisms must be put in place to enable schools to plan, secure funding and implement activities that support implementation of the basic education reforms. The MOE has identified School Improvement Plans, based on quality assurance assessments, and school quality grants as the key mechanisms to empower schools to support and sustain implementation of the basic education reforms. These reforms are outlined in Chapter 6 of the NESP.

Township-based school inspectors will undertake comprehensive, standards-based quality assurance assessments of schools and then give a School Quality Assessment Report to the head teacher. PTAs will then use the findings listed in their School Quality Assessment Report to develop and implement a School Improvement Plan. Schools will be supported with school quality grants to implement their plans.

5.2 • Strategies to achieve success

The MOE will implement the following three strategies to support the successful implementation of the basic education reforms (listed in Table 5.1) and achieve the four principles listed in the Conceptual Framework for Basic Education Reforms.

5.2.1 • Strategy 1: Strengthening policy, legislation and systems

To implement this strategy the MOE will implement the Basic Education Policy, Legislation and Systems Programme, comprising the following component.

Component 1: Decision Making in Schools and Townships Policy

The National Education Law (2014), CESR Phase 2 reports and Education Working Group reports all recommend greater decision-making to schools and townships to support implementation of basic education reforms and to improve student learning achievement.

The successful implementation of the basic education reforms will demand dynamic leadership from head teachers and PTAs to ensure that all aspects of the reforms are implemented together. For example, schools must make sure that:

- They develop and implement a School Improvement Plan to improve the quality of teaching and learning in their school.
- Teachers attend cluster training courses and adopt interactive teaching methods in the classroom.
- All primary school students have access to a set of textbooks and uniforms provided by the MOE under the Free and Compulsory Education Programme.
- All teachers adopt new approaches to student assessment outlined in the National Assessment Policy.
- Parents are informed and understand changes being undertaken in the classroom to improve student learning.

To fulfil this expanded leadership role, head teachers and PTAs must be officially authorised through a new decision-making policy. This policy must enable schools to address barriers in their school and community that undermine the successful implementation of the basic education reforms. Equally important are changes in local governance arrangements to empower parents to be more involved in the oversight of school affairs and to actively demand quality teaching and learning for their children. It is also important to strengthen the oversight, accountability and advisory support role of township education officers.

Therefore, the MOE will research, draft and launch a new national policy on decentralised decision making in schools and townships. This policy will provide a legal framework for the expansion of school grants to include school quality grants proposed under the Basic Education – Access, Quality and Inclusion chapter.

An important critical activity under this component involves training township education officers, head teachers and PTA members in the use of this new national policy.

5.2.2 • Strategy 2: Strengthening partnerships

The focus of this strategy will be on partnerships with non-state/non-government actors, public-private partnerships (PPPs), partnerships with regional and local governments, and partnership with parents and communities. The MOE will implement the Basic Education Partnerships Programme, comprising the following component.

Component 1: Development of a partnership mechanism to support the participation of different education service providers in the basic education reforms

An important factor in the successful implementation of the basic education reforms is the extent to which they are mainstreamed in other organisations involved in basic education provision, such as monastic schools, private sector schools, community-based schools, schools funded by non-governmental organisations and schools managed under ethnic education systems.

Therefore, the MOE needs an effective partnership mechanism in place that brings these organisations together to share information and explore opportunities for collaboration. Effective co-ordination between the MOE and these organisations has the potential to make a significant positive contribution to the achievement of the NESP goal and the nine Transformational Shifts.

5.2.3 • Strategy 3: Advocacy and communication

To implement this strategy the MOE will implement the Advocacy and Communication Programme, comprising the following two components..

Component 1: Basic education reforms awareness communication campaign

In the first year of NESP implementation the MOE will design and launch a basic education reforms awareness communication campaign targeting state/region, district and township education officials and head teachers, teachers and parent representatives from basic education schools. The overall aim will be to build awareness among key stakeholders regarding what the basic education reforms involve and how they will improve classroom teaching and student learning achievement. It is vital for these stakeholders to have a good understanding of the basic education reforms before they are implemented, otherwise there is a high risk they will not support their successful implementation in schools across the country.

International research has found that lack of awareness and ownership of the education reform agenda among key stakeholders, especially head teachers and teachers, seriously undermines implementation and success. In a number of countries it led to the outright failure of reform programmes, which in addition to wasting a great deal of money, negatively affected student learning achievement. Poorly planned and executed reform programmes can do a great deal of long-term damage to a national education system. Some countries have stagnated progress in student learning for many years through implementing reforms without strong awareness and ownership among key stakeholders, such as head teachers, teachers and parents.

It is also important to remember that the basic education reforms will need to be implemented over a period of at least ten years in order to become fully established in schools across the country. There are more than 330,000 teachers in Myanmar's basic education schools and it will take at least ten years to train and support them to adopt new interactive teaching and classroom assessment methods. Based on this ten-year timeframe it is essential to build a strong foundation of ownership and partnership right from start of NESP implementation.

Therefore, in 2016–17 the MOE will implement a national awareness communication campaign with the aim of reaching as many education officials, head teachers, teachers and parents as possible. This communication programme will provide an excellent opportunity to establish a national network of 'change agents' committed to supporting basic education reforms over the long term.

Component 2: Monitoring reform implementation challenges and stakeholder perceptions

During implementation of the basic education reforms it will be essential for the MOE to undertake regular, independent monitoring in order to:

a Understand and address any unexpected barriers hindering the successful implementation of the basic education reforms.

b Document the views of state/region, district, township and school-based education stakeholders regarding their concerns and recommendations to strengthen reform implementation.

A key factor in the overall success of the basic education reforms will be the ability of the MOE to efficiently and effectively respond to implementation challenges at state/region, district, township and school levels. It will also be crucial for the MOE to regularly document the perceptions of key stakeholders, especially head teachers, teachers, parents and students, to understand how well they think the reforms are being implemented. This will enable the MOE to make strategic adjustments in reform implementation, which in turn will greatly increase the chances of sustaining them over the long term.

5.3 • Results frameworks

5.3.1 • High-level results framework

Transformational Shift :	*All children can access, progress through and successfully complete quality basic education*		
Strategies	Strategy 1: Strengthening policy, legislation and systems	Strategy 2: Strengthening partnerships	Strategy 3: Advocacy and communication
End Outcomes	Head teachers and PTAs are empowered and enabled by the Decision Making in Schools and Townships Policy to improve classroom teaching and student learning achievement	Increased participation by different education service providers and partner organizations in the basic education sub-sector	Education stakeholders across the country are aware and support the National Education Strategic Plan
Outcome Indicators	Percentage of schools surveyed that successfully implement the Decision making in Schools and Townships Policy Percentage of schools surveyed with verifiable evidence of how they have improved classroom teaching and student learning achievement through greater decision-making autonomy Percentage of schools surveyed with PTAs actively involved in the oversight of school affairs	Partnership mechanism established to support the participation of different education service providers in the basic education reforms Percentage increase in contributions by partner organizations for basic education sub-sector	Approval and funding for an NESP awareness communication campaign Number of education stakeholders briefed on the NESP Number of education stakeholders surveyed on the basic education reforms Number of independent perception surveys undertaken of education stakeholders

5.3.2 • Intermediate results framework to achieve Strategy 1

Strategy 1: Strengthening policy, legislation and systems	
Programme to achieve the strategy: Basic Education Policy, Legislation and Systems Programme	
Programme Components	C1: Decision Making in Schools and Townships Policy
Intermediate Outcomes	Head teachers and PTA representatives understand and successfully implement the policy
Intermediate Targets (by end of 2018–19)	Policy developed, approved and 50 per cent of all basic education schools receive orientation training on the policy

5.3.3 • Intermediate results framework to achieve Strategy 2

Strategy 2: Strengthening partnerships	
Programme to achieve the strategy: Basic Education Partnerships Programme	
Programme Components	C1: Development of a partnership mechanism to support the participation of different education service providers in the basic education reforms
Intermediate Outcomes	Partnership Policy developed and implemented Partnership Agreements signed between the MOE and different service providers
Intermediate Targets (by end of 2018–19)	70 per cent of total recognised service providers have signed Partnership Agreements with the MOE

5.3.4 • Intermediate results framework to achieve strategy 3

Strategy 3: Advocacy and communication		
Programme to achieve the strategy: Advocacy and Communication Programme		
Programme Components	C1: Basic education reforms awareness communication campaign	C2: Monitoring reform implementation challenges and stakeholder perceptions
Intermediate Outcomes	Broad awareness and support among education stakeholders on the NESP and basic education reforms	MOE reviews and acts upon recommendations listed in independent survey reports of stakeholders in districts, townships and schools
Intermediate Targets (by end of 2018–19)	Head teachers and PTA representatives from 45,000 schools are given orientation training on the NESP and basic education reforms 100,000 NESP calendars and 100,000 posters are distributed to all schools	Basic Education Reforms Monitoring Plan is developed, approved and implemented Three independent surveys undertaken of stakeholders in districts, townships and schools, and reports submitted to MOE

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Basic Education – Access, Quality and Inclusion

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CHAPTER 6

Basic Education – Access, Quality and Inclusion

6.0 • Introduction

In recent years the MOE has undertaken a wide range of basic education reforms in order to improve access to quality basic education including: launching free and compulsory primary education; establishing a national school grants and stipends programme; stating a commitment to restructuring the system to include a kindergarten (KG) year and 12 years of subsequent schooling; and raising teacher and civil servant wages. Within the monastic education sub-sector, the government has started to provide teacher salary subsidies. Importantly, there is emerging evidence that many of these reforms are beginning to have a positive effect; according to reports, the increase in the number of children enrolled in primary and secondary schools in the 2014–15 school year was due to the reduced cost of education for parents, among other factors.

In 2015-2016 academic year the government basic education system consisted of 35,650 primary, 6,224 middle and 3,513 high schools serving 8,853,480 students. In addition, almost 300,000 children attended 1,538 monastic education schools, which teach the basic education curriculum and are administered under the Ministry of Religious Affairs and Culture (MoRAC) Other types of schools providing basic education include 438 private schools and schools managed by ethnic education departments; however, there is no comprehensive data on the coverage of these schools. The basic education system is administered by the Department of Basic Education, which oversees state/region education offices, and district and township education offices.

Despite the impressive reform achievements of the last few years, the basic education system continues to face major challenges relating to school access, retention and inclusion; and school quality and quality improvement monitoring.

Most children in Myanmar have the chance to go to school, and the numbers of boys and girls who enrol in school is almost equal, although many children enrol late, particularly boys. However, very few children receive more than four years of schooling. There are multiple and complex, and often context-specific, reasons for children dropping out of school at primary and secondary levels, of which poverty, language difficulties, disability and "lack of interest" are the most common.

The poor quality learning environment in many schools, combined with an overloaded and outdated curriculum and teacher-centred pedagogy that emphases rote memorisation for examinations, have contributed to a "lack of interest" among children in basic education, which leads to their dropping out from school.

The school environment needs to be improved so that it is conducive to quality teaching and learning. Monastic education schools face particularly entrenched challenges relating to school quality due to lack of resources. Many children learn very little in school, with children in Grade 3 still struggling with reading comprehension and basic mathematical skills. Of the minority of students (roughly 300,000) who make it to Grade 11, only about one-third pass the matriculation exam each year.

In many schools parents have to pay additional private tuition fees, which are the largest component of household expenditure on education in Myanmar. In addition, parents often focus on test results – which are not reliable indicators of education quality – which may create a bias towards rote learning in schools.

Myanmar also does not have a school quality assurance framework that sets out minimum quality standards for teaching and learning, school management and school facilities.

Gender dynamics may mean that access, inclusion and quality issues are different for boys and girls; however, the lack of Myanmar-specific studies of gender and education means that very little is known about whether this is indeed the case.

Increasing access to basic education in Myanmar is vital for the country's growth and equity. However, efforts to increase access to education must be supported by efforts to improve education quality.

6.1 • Legal and policy context

The 2008 Constitution provides a framing set of principles for children's access to basic education and, specifically, a commitment to a free and compulsory primary education (Chapter 1, Article 28(c)).

The legal framework for basic education is provided by the National Education Law (NEL) (2014) and the National Education Law Amendment (2015). The NEL (2014): (i) recognises the right of all citizens to education and free, compulsory education at primary level; (ii) mandates the establishment of an education quality assurance system; (iii) extends the length of basic education schooling to 13 years (KG+12); (iv) allows for the learning of ethnic languages and culture, and for the use of ethnic languages as classroom languages; and (V) commits to a decentralised education system.

A number of other types of non-government schools are also recognised in the NEL. In addition, the NEL (2014) also provides a definition of inclusive education and makes clear provisions for ensuring that all children, including those with disabilities, have the opportunity to complete basic education.

6.2 • Basic education (access, quality and inclusion) Transformational Shift

This chapter proposes strategies and programmes to address school-level challenges relating to: (a) access, retention and inclusion; and (b) school quality and quality improvement monitoring. It addresses challenges affecting all types of schools that provide basic education.

This chapter is based on CESR recommendations and Education Working Group reports, and informed by international evidence that shows that the expansion and improvement of school infrastructure and targeted interventions to increase retention such as conditional cash-transfers can bring more children into schools. However, if more children are to enrol in school they need to be able to learn more while they are there – which itself will increase the likelihood that they will stay in school once they have enrolled. This requires changes to the basic education system to focus on improving school quality. Gender dynamics may also need to be taken into account in these changes.

Children and their families make rational decisions about whether to continue in school depending on the quality of their school and their level of inclusion in school. International studies definitively show that the most effective way of improving boys' and girls' learning outcomes is to improve the quality of teaching. This issue is addressed in the NESP chapter on teacher education. However, teachers need a supportive learning and school management environment that helps them to improve their pedagogical skills and engage all students in learning.

Devolving certain types of authority to basic education schools, including management of a school improvement budget, and engaging parents and communities in school management and oversight, can help improve some aspects of school quality. A set of quality standards can help to inform school improvement planning and monitoring. These interventions together comprise a quality improvement and assurance system.

Based on analysis of the provisions in the NEL and other related laws, as well as CESR reports, Education Working Group reports, evidence from the international and national research and the challenges that the basic education sub-sector is facing, the MOE has identified the following Transformational Shift for Basic Education — Access, Quality and Inclusion:

Transformational Shift that the MOE commits to achieving by 2021: All children can access, progress through and successfully complete quality basic education.

The following section outlines the strategies and programmes that the MOE will implement to achieve the above Transformational Shift.

6.3 • Strategies to achieve this Transformational Shift

6.3.1 • Strategy 1: Enable universal access to free basic education

The MOE commits to dramatically increasing access to basic education over the next five years. This commitment is in line with the NEL (2014) and government commitments to Education for All (EFA). Furthermore, it is justified on the basis of the benefits of universal access to basic education to reduce poverty, address equity and achieve national socio-economic development targets. Many students, particularly those from poor families living in rural areas, struggle to reach schools to access basic education. This negatively affects their right to education, as well as national enrolment and retention rates. It also has serious long-term implications for the achievement of national socio-economic development goals.

Under this strategy the MOE will undertake an evidence-based, systematic and equitable national upgrading and expansion programme for existing schools, as well as a focused programme to build new schools, prioritising areas with the highest number of out-of-school children, while taking into account other education service provision arrangements in remote rural areas, where they exist. Making education free and compulsory and increasing the number of schools has been proven to have a high positive impact on school enrolment.

The MOE will implement a Universal Access to Basic Education Programme, to develop and implement an evidence-based, equity-prioritised National School Infrastructure Investment Plan that will expand access to basic education across the country. This programme will have the following components:

Component 1: School census and mapping baseline

This will establish a sound evidence base upon which education managers can address access coverage gaps and identify schools for expansion and upgrading. This exercise will collect quality data from all government, community-based, private sector and non-profit preschools and basic education schools. Township education managers and data collectors will receive capacity-building support and training to ensure that accurate data is collected in all schools visited.

Component 2: Expansion of existing schools, upgrading of schools and construction of new schools

The findings from the above baseline will serve as the basis for the development of an evidence-based, equitable and costed National School Infrastructure Investment Plan (NSIP). The NSIP will be linked to quality assurance standards including WASH in school standards, gender-sensitivity, standards for Disaster Risk Reduction (DRR) and accessibility for children with disabilities (see Strategy 2, below). Priority areas in the NSIP will include extension of classrooms in schools to align with the new KG+12 structure, development of new middle schools and upgrading of post-primary and branch schools. Staffing of new and upgraded schools and the supply of teaching and learning materials will be taken into account in the NSIP.

Component 3: Provision of teaching and learning materials packages for basic education schools

The new basic education curriculum and additional years of schooling mean that new teaching and learning materials will be required so that schools have quality learning resources to support student learning. The school census and mapping baseline exercise will identify the teaching and learning resource needs of schools, including different resources for kindergarten, primary and secondary schools and ICT facilities. The provision of core curriculum learning materials for students and teachers is addressed in chapter 7.

The MOE will continue to implement the free and compulsory education policy through a number of ongoing interventions including abolishment of school fees for all levels of basic education, providing school grants for all schools and supporting primary students with free exercise books, textbooks and school uniforms. These interventions will have significant impact on achieving universal access to free basic education for all children in the country.

6.3.2 • Strategy 2: Support compulsory and inclusive education

Building schools will not keep children in school even after they have enrolled. This is particularly true for poor and marginalised children, who drop out of school for complex reasons. Myanmar has committed to free and compulsory education at all levels of basic education. Therefore, it is vital for the NESP to support the successful implementation of this important national policy.

CESR and Education Working Group reports recommend targeted programmes to support children to stay in school as they transition from primary to middle and high schools. Programmes that address barriers to children enrolling and staying in school can have a positive impact on access and retention. Deeper analysis of the complex reasons that lead to boys and girls dropping out of school is needed to enable evidence-based design of programmes that will achieve cost-effective and measurable impacts.

Inclusive education for all children – whereby all learners' needs are recognised and supported – is a key focus of this strategy. International policy literature and CESR and Education Working Group reports recommend foregrounding an inclusive education approach to address exclusion on the bases of language, gender, disability and other factors. This has social and learning benefits for all children within a broader school community and it is the most cost-effective way of ensuring that children with disabilities can realise their right to education.

The NESP responds to a wide range of diverse barriers to inclusive education across all basic education chapters to enable children to enrol, remain and learn in school. This chapter focuses on providing the supporting components of an inclusive approach. Particular emphasis is made to support children from poor families, children at risk of dropping out and children with special educational needs. Strategies to address other factors affecting children's access to education are also proposed under the Basic Education Curriculum and Teacher Education and Management chapters.

To address these issues, the MOE will implement a Compulsory and Inclusive Education Programme (CIEP), with the following main components.

Component 1: Strengthening compulsory primary education (pilot)

The DBE will identify townships based on the greatest need to enrol, return and retain children in school, using the findings from the school census and mapping baseline. The DBE at district and township levels in the target areas will then work with partner civil society organisations (CSOs) to engage communities to encourage children to enrol or return to school. Township Education Offices (TEOs) will administer grants to fund School Action Plans to enrol, return and retain children in school. TEOs and CSOs will have responsibility for ensuring that issues requiring action at township level or above – such as provision of mobile schools and emergency school provision – are addressed at higher levels if necessary.

Implementation guidelines for legislated free and compulsory primary education will also be developed. Township education teams and school head teachers will be trained in these guidelines, while community-level awareness raising will be conducted for parents and caregivers.

Component 2: Supporting at-risk students for equitable access to basic education

Supporting children from poor families who are at risk of either not enrolling or dropping out of school is the central focus of this programme component. The interventions under this component will include remedial education, stipends and school feeding. The MOE will implement remedial education programmes in basic education schools to assist students who are falling behind in their studies to achieve expected competencies in core academic skills such as literacy and numeracy. This component will expand coverage of the school stipends programme in middle schools and monastic education schools. In addition, the MOE will implement school feeding interventions focusing on primary schools to help prevent children from dropping out of school. This programme component will also explore other interventions to address the opportunity costs of schooling for children from poor families.

Component 3: Promote access for children with special educational needs

There is a broad spectrum of children with disabilities, including some children who will need specialist school provision and others who will benefit most from being included in mainstream schooling. Efforts will be made to promote a transition from special needs schools to mainstream schools.

This component will build capacity across Myanmar's education system to better meet the needs of children with disabilities and implement an inclusive education approach. This will include: (i) development of a specialist knowledge base including higher education specialisation and specialised teachers, through development of degree courses and inclusive education modules; (ii) identification of a number of existing basic education schools to become resource schools for inclusive education; and (iii) roll-out of a general training module on inclusive education (including for children with disabilities) for education colleges and in-service teacher training programmes.

All new schools constructed will be accessible for children with disabilities and low-cost interventions will be implemented to ensure that all existing schools are accessible. The school quality standards (Strategy 3) will also include standards addressing inclusion.

6.3.3 • Strategy 3: Improve school quality through a national school-based quality assurance system

Many basic education schools in Myanmar are poorly resourced, unsafe and uncomfortable for children. Teacher supply is inequitable and many schools lack sufficient teachers. Head teachers have little power to change this and improve school quality, despite growing demand from parents and communities for change. Decision making is centralised and not responsive to school needs, while planning processes are weak, resulting in numerous inefficiencies that negatively affect school quality and accountability. The current school inspection system does not measure the achievement of minimum standards or student learning outcomes. Furthermore, there is no national quality assurance system to cover other types of schools, such as private and monastic education schools.

Improving the quality of the classroom environment has a high positive impact both on school enrolment and learning outcomes. Grants provided directly to schools for school infrastructure improvements will enable schools to develop appropriate upgrading plans that respond to their unique needs. CESR and Education Working Group reports recommend greater school autonomy in planning and financial management, flexible grants for school improvement and greater parental involvement in school monitoring.

To have a substantive effect on retention and learning outcomes, infrastructure inputs need to be part of an integrated approach that takes other quality measures into account. A key recommendation from the CESR and Education Working Group reports is the development of a school-based quality assurance system, including development of school quality standards and revisions to the inspection system to re-focus on assessing and improving quality education.

To address the issues relating to school quality, the MOE will implement a School Quality Improvement Programme involving the following components:

Component 1: Development of a national School Quality Standards Assurance Framework (SQSAF)

The DBE will lead the development of a SQSAF that sets out minimum quality standards across all aspects of the school environment in preschools and basic education schools. Existing inspection teams at state/region, district levels and TEOs will be changed to School Internal Quality Assurance teams, and their existing inspection tools will be replaced with a School Quality Assurance Assessment tool.

To ensure that school performance can be analysed across the country, the MOE will design and launch a module on the SQSAF under the EMIS to automate analysis and reporting of school quality performance data. Annual feedback reports on the performance of schools in achieving school quality standards will be given to individual schools by visiting township-based School Quality Assurance teams.

Component 2: School improvement planning against the SQSAF

The SQSAF provides a basis for schools to use in planning for quality improvement. Head teachers will be trained on development of school improvement plans (SIPs), in close consultation with parent teacher associations (PTAs). A SIP is a plan with specific interventions to address the quality-related challenges a school is facing. All schools will be expected to produce SIPs, which will be used as the basis for provision of school quality grants. These grants will build on and use the same infrastructure as the government's existing school grants programme.

Parent representatives from PTAs in each school will undertake active monitoring and reporting on the implementation of SIPs and the use of school quality grants. Attempts will be made to ensure a gender balance in the selection of parent representatives.

Component 3: School leadership and management

School leadership plays a pivotal role in improving the quality of schooling through creating the right organisational and educational conditions for improved student learning. School leaders are influential in making improvements in four key dimensions of school management: (i) improving teacher quality; (ii) goal-setting, assessment and accountability; (iii) strategic resource management; and (iv) collaboration with external partners.

However, in Myanmar most head teachers are promoted from the teaching force based on their years of experience as a teacher without any training in either school management or leadership. With the introduction of the new KG+12 system and related basic education reforms, head teachers will be expected to act as instructional leaders of the reform process. Instructional leadership training programmes will therefore be organised.

Myanmar is moving towards a decentralised education system, and there is a need to build the capacity of school leaders to practise decision-making and increase parental and community involvement in schools. This is commonly referred to as school-based management. Myanmar will take a pragmatic and contextually appropriate approach to school management that builds upon the SQSAF process. The MOE will also review current recruitment policy and career structure of school head teachers, and develop programmes for preparing school leaders and managers.

6.4 • Results frameworks

6.4.1 • High-level results framework

Transformational Shift: All children can access, progress through and successfully complete quality basic education			
Strategies	Strategy 1: Enable universal access to free basic education	Strategy 2: Support compulsory and inclusive education	Strategy 3: Improve school quality through a national school-based quality assurance system
End Outcomes	All children, boys and girls, access primary, middle and high schools	Students complete primary, middle and high school level Drop-out students are supported to re-enrol and stay in school	Significant improvements experienced by students in their school and classroom learning environment
Outcome Indicators	Percentage of primary school-aged students with access to a primary school Percentage of middle school-aged students with access to a middle and high school Percentage of high school-aged students with access to a high school	Primary-level completion rate Primary-Middle- school transition rate Middle-level completion rate Middle-high school transition rate High-level completion rate Percentage of students in primary, middle and high schools who dropped out in a particular year, then re-enrol and remain enrolled after 12 months	Percentage of primary, middle and high schools showing marked improvements in achieving minimum National School Quality Standards

6.4.2 • Intermediate results framework to achieve Strategy 1

Strategy 1: Enable universal access to free basic education			
Programme to achieve the strategy: Universal Access to Basic Education Programme			
Programme Components	C1: School census and mapping baseline	C2: Expansion of existing schools, upgrading of schools and construction of new schools	C3: Provision of teaching and learning materials packages for basic education schools
Intermediate Outcomes	Quality NESP baseline data collected from all preschools and basic education schools and data entered onto a national database	Facilities in existing basic education schools improved, and post-primary schools and selected lower secondary schools upgraded as lower and upper secondary schools respectively	Adequate learning packages specified for different levels available in all basic education schools
Intermediate Targets (by end of 2018–2019)	45,000 basic education schools and 5,000 community-based preschools and at least 200 villages without schools visited to collect school census and mapping baseline data	50 per cent of existing basic education schools with improved facilities 30 per cent of post-primary schools upgraded as lower secondary schools Seven per cent of lower secondary schools upgraded as upper secondary schools	70 per cent of primary schools with adequate learning packages

6.4.3 • Intermediate results framework to achieve Strategy 2

Strategy 2: Support compulsory and inclusive education			
Programme to achieve strategy: Compulsory and Inclusive Education Programme			
Programme Components	C1: Strengthening compulsory primary education (CE) (pilot)	C2: Supporting at-risk students for equitable access to basic education	C3: Promote access for children with special educational needs
Intermediate Outcomes	Out-of-school children, supported by CE Committees through funded CE Action Plans, stay in school until completion of primary education	Provide support to students at high risk of dropping out to stay in school, and to students who dropped out to return to school	Increase in awareness of learning support needs and rights of children with disabilities
Intermediate Targets (by end of 2018–2019)	Five per cent increase in enrolment in the pilot CE schools 100 per cent of CE Committees develop and implement CE Action Plans 80 per cent of CE Action Plans are funded	126,000 students receive stipends to help them stay in school 50,000 students benefiting from school feeding programmes to help them stay in school	80 per cent of schools that participated in orientation workshops on inclusive education have undertaken activities in their school community to raise awareness and/or enrol disabled children in school

6.4.4 • Intermediate results framework to achieve Strategy 3

Strategy 3: Improve school quality through a national school-based quality assurance system			
Programme to achieve strategy: School Quality Improvement Programme(SQ IP)			
Programme Components	C1: Development of a national School Quality Standards Assurance Framework (SQSAF)	C2: School improvement planning against the SQSAF	C3: School leadership and management
Intermediate Outcomes	Comprehensive understanding of minimum BE school quality standards among head teachers and school management committee members Formulating monitoring and inspection system against SQSAF	National school quality grants in place, involving school improvement plans and decision making by township education officials Independent management of funding for implementing school improvement plan	Improved leadership and management and increased parent and community involvement in decision making in schools
Intermediate Targets (by end of 2018–2019)	70 per cent of schools that receive information on minimum quality standards undertake actions to improve standards in their school	100 per cent of schools use the findings from their School Quality Assurance Assessment to develop, secure school-community approval and implement a school improvement plan 100 per cent of schools use their quality improvement grant to implement their school improvement plan	50 per cent of basic education school head teachers are trained on school management and instructional leadership 50 per cent of school bodies – PTAs and school management committees – receive orientation training and guidelines on their roles and responsibilities

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Basic Education Curriculum

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CHAPTER 7

Basic Education Curriculum

7.0 • Introduction

A quality basic education curriculum is a critical building block for Myanmar's socio-economic development and it is an essential prerequisite of quality education and improvement of student learning achievement. The curriculum is the key reference point for teachers.

The MOE is committed to improving the basic education curriculum to make it more relevant to the lives of students by focusing on 21st century skills, soft skills (including personal development and employability skills) and higher order thinking skills.

In recognition of the importance of a sound and updated curriculum, the MOE launched a comprehensive review of the basic education curriculum – Grades 1 to 11 under the landmark CESR research and Education Working Group policy review initiatives. The CESR and Education Working Group reviews recommended upgrading and improving the basic education curriculum to: (a) ensure horizontal and vertical content and competency linkages; (b) reduce overload and address gaps in content coverage; (c) ensure alignment between the new curriculum, pedagogy and learning assessment reforms; (d) align with the planned restructuring of school grades KG+12 (5-4-3); (e) meet the needs of a technology-based society facing rapid socio-economic development; and, (f) improve quality and align with ASEAN regional and international standards.

Related basic education reforms aimed at strengthening pedagogy, providing quality teaching and learning materials, and strengthening student assessment and national examination systems will complement and support the new basic education curriculum. Together, these integrated reforms will improve learning outcomes and promote equitable and inclusive learning among all children.

International evidence clearly highlights the added value of an emphasis on 21st century skills, soft skills and higher order thinking skills in the new basic education curriculum. Many governments worldwide explicitly state that the national curriculum should have relevance for all students by equipping them with the knowledge and practical skills they need for life, the workplace and for continuing education.

7.1 • Legal and Policy Context

The National Education Law (NEL) (2014) and NEL Amendment (2015) places emphasis on the development and implementation of a new national curriculum defined as "systematically written programmes for all fields in formal and non-formal education, which are designed to achieve educational objectives and which include learning outcomes, content, instructional methods and evaluation" (Chapter 1bb (English translation)).

7.2 • Basic Education Curriculum Transformational Shift

Based on an in-depth analysis of evidence presented in the Basic Education Curriculum Sub-sector Action Plan covering the: (a) National Education Law (NEL) (2014) and NEL Amendment (2015); (b) CESR Phase 2 Curriculum Report; (c) Educaion Working Group Policy Paper; (d) strategic challenges facing the curriculum sub-sector; and (e) national and international research lessons, the MOE has identified the following Transformational Shift for the basic education curriculum:

Transformational Shift that the MOE commits to achieving by 2021: All school children develop knowledge, skills, attitudes and competencies that are relevant to their lives, and to the socio-economic development needs of 21st century Myanmar.

In the following section the MOE outlines the strategies and programmes that will be implemented to achieve the above Transformational Shift.

7.3 • Strategies to achieve this Transformational Shift

The strategies outlined in this section are informed by MOE, and will support, the successful implementation of the Basic Education Curriculum Framework according to National Curriculum Committee Policy. The Basic Education Curriculum Framework is an essential first step in undertaking a comprehensive updating of Myanmar's basic education curriculum. The Basic Education Curriculum Framework covers: (a) basic principles; (b) objectives; (c) organisation of the curriculum with a focus on learning areas; (d) outlines of curriculum content and skills for each subject; (e) language of instruction and local curriculum; and (f) approaches to student assessment.

7.3.1 • Strategy 1: Redesign the basic education curriculum emphasizing 21st century skills

The new basic education curriculum should have greater focus on learning concepts, problem-solving processes and understanding of basic principles and reasons behind the knowledge. In addition, it must fully align with the Basic Education Curriculum Framework and ensure that it meets the expectations of parents and students. This will be achieved through developing a basic education curriculum covering content, teaching methods and learning outcomes that are relevant to the needs of all learners (from Kindergarten to Grade 12) in order to provide them with a solid foundation for life and work. Emphasis will also be placed on development of a curriculum that incorporates 21st century skills, soft skills (including skills for personal development and employability) and higher-order thinking skills. It is also important to ensure that the curriculum is comparable to ASEAN and international standards.

A strong workforce of young people with diverse skill sets is needed in order to contribute to Myanmar's future development. Therefore, it is vital both for families and country to put in place a quality basic education curriculum that encourages and enables all young people to acquire a balance of academic and practical skills. This will require change from the present content and knowledge-focused curriculum, towards a curriculum that nurtures, encourages and values the development of a range of skills and competencies. Some areas of learning (traditionally termed co-curriculum subjects) and local curriculum content have been identified as important learning areas at the primary, middle and high level under the Basic Education Curriculum Framework.These learning areas , including life skills, morals and civics, are important for all-round development of citizens which is one of the main objectives of Basic Education Curriculum Framework.

The transition towards skills and competency-based teaching and learning at all levels of basic education needs to be accompanied by an equivalent shift approach in student assessment and teacher training (these are addressed in the Chapters 8 and 9 respectively of the NESP). To support the successful development and implementation of the new basic education curriculum the MOE will strengthen Curriculum Section under the Department of Educational Research, Planning and Training (DERPT). The Curriculum Section will play the lead role in working closely with officers from the Department of Basic Education (DBE), and Department of Higher Education (DHE) – Teacher Education and Training Section to develop the new basic education curriculum in a phased manner. The Curriculum Section will also give technical support sub-national education officers to develop and implement local curriculum, including ethnic languages, for children in states and regions.

To achieve these reform priorities, and ensure that children are able to learn new knowledge and skills that will meet Myanmar's 21st century socio-economic development needs, the MOE will implement the Basic Education Curriculum Programme.This programme will have the following components.

Component 1: Preparation of the new curriculum design for basic education

Based on the Basic Education Curriculum Framework, the MOE will draft a detailed curriculum scope and sequence document covering Kindergarten to Grade 12, with a focus on each grade and area of learning. In addition a subject-wise curriculum framework will be developed for each subject covering standards, skills and competencies.

This will be followed by the development of syllabuses. A syllabus is defined as the appropriate, culturally inclusive skills and knowledge content for each grade and learning area. Consultation workshops will be carried out for each grade to develop the syllabuses.

The MOE will implement one of the four possible implementation schedules listed below in Table 7.1, to rollout the new basic education curriculum as approved by the National Curriculum Committee.

Table 7.1: Proposed Schedules for the implementation of the New Basic Education Curriculum

Schedule 1	*Schedule 2*	*Schedule 3*	*Schedule 4*	*BEC development, printing, distribution and training*	*BEC introduction year*
Kindergarten	Kindergarten	Kindergarten	Kindergarten	2015-16	2015-16
Grade 1	Grade 1, Grade 6 & Grade 10	Grade 1	Grade 1	2016-17	2017–18
Grade 2 & Grade 6	Grade 2, Grade 7 & Grade 11	Grade 2	Grade 2	2017-18	2018–19
Grade 3, Grade 7 & Grade 10	Grade 3, Grade 8 & Grade 12	Grade 3 &Grade 6	Grade 3	2018-19	2019–20
Grade 4, Grade 8 & Grade 11	Grade 4 &Grade 9	Grade 4, Grade 7 & Grade 10	Grade 4	2019-20	2020–21
Grade 5, Grade 9 & Grade 12	Grade 5	Grade 5, Grade 8 & Grade 11	Grade 5	2020-21	2021–22
		Grade 9 & Grade 12	Grade 6	2021-22	2022-23
			Grade 7	2022-23	2023-24
			Grade 8	2023-24	2024-25
			Grade 9	2024-25	2025-26
			Grade 10	2025-26	2026-27
			Grade 11	2026-27	2027-28
			Grade 12	2027-28	2028-29

The new curriculum implementation schedule will be selected based on the following factors: (i) capacity of curriculum developers; (ii) recruitment of adequate teachers; (iii) approval, printing and distribution of teachers' guides and textbooks for the concerned grades; (iv) development and distribution of complementary teaching and learning materials; (v) completion of teacher training for all targeted grade teachers; and, (vi) sufficient infrastructure in place to accommodate additional grades under the KG+12 system.

Component 2: Development and finalization of curriculum materials

Textbooks and teachers' guides are the main reference points for the teaching and learning process led by teachers. Therefore, it is essential for these materials to be concise, easy to use and engaging for both teachers and students. Importantly they must help teachers to adopt, a more interactive style of teaching and learning that is discussed in Chapter 9: Teacher Education and Management. The Curriculum Section staff will play a lead role in the development of teaching and learning materials for the new curriculum, such as textbooks and teachers' guides.

These teachers' guides for the new curriculum will also set out and incorporate new formative and summative assessment activities and approaches, in line with a move away from rote memorisation of textbook chapters and and assessment through Chapter End Tests. Under the NESP a new National Assessment Policy will be developed. (See chapter 8)

The Curriculum Section will support implementation of the National Assessment Policy through incorporating new approaches in school-based and classroom-based assessment in teachers' guides.

As the curriculum standards for each grade are being finalized, the Curriculum Section will identify the teaching and learning resources and assessment approaches required for each area of learning and grade. These processes will then be incorporated in the new textbooks and teachers' guides.

All new textbooks and teachers' guides will be trialled with a selected sample of schools across the country in order to ensure their relevance and suitability for Myanmar's diversity.

The MOE has completed three teachers' guides for KG in the 2015/16 financial year in accordance with the phased implementation schedule for the basic education curriculum.

Component 3: Development of local curriculum including ethnic languages

The overall aim of this component will be to support and uphold the languages, literature, culture, arts, customs, heritage and traditions of all nationalities. The lead department for this component will be the Department of Myanmar Nationalities' Languages (DMNL). The MOE Basic Education Curriculum Framework explains that local curriculum is a learning area to be included in accordance with educational needs of local people at schools, in townships, in states and regions and that time allocation for the local curriculum will be: five (5) class periods per week at the primary level; and, four (4) class periods per week at middle and high school levels.

DMNL officers, with the support of Curriculum Section staff, will assist responsible staff from states and regions, as well as ethnic literature and arts committees and other experts to identity local languages, literature, culture, arts, customs, heritage and traditions and develop local curricula content for teaching in their schools. This will enable students from different ethnic groups to become proficient in both indigenous and Myanmar languages (through language enrichment programmes), as well as they will gain a solid grounding in their local literature, culture, arts, customs, heritage and traditions.

7.3.2 • Strategy 2: Build the professional capacity of Curriculum Development Teams

The MOE will establish a Curriculum Section, under DERPT comprising of a number of Curriculum Development Teams. Once established there will be an immediate need to strengthen the professional skills of these teams to ensure that they can lead the development of the new basic education curriculum, and undertake regular monitoring and formal reviews. Importantly strengthened capacity will enable these teams to make regular, evidence-based modifications needed to keep the curriculum up-to-date and relevant. To address these issues the MOE will implement a **Curriculum Capacity Development Programme**.The main components of this programme are:

Component 1: Teacher training on the new basic education curriculum

Curriculum Section staff, DERPT will work closely with DHE – Teacher Education and Training Section and DBE staff to development orientation training programmes on the new basic education curriculum. Curriculum Section staff will then train core trainers, before training courses are rolled out nationwide, covering the new curriculum content and pedagogy listed in teachers' guides and textbooks.

Teacher educators will need to be familiarised with the new basic education curriculum so that they can teach student teachers. Teachers in all schools will need structured, in-service professional development orientation training on the new curriculum, as well as new, complementary pedagogy and assessment methods.

Component 2: Capacity development of Curriculum Development Teams

Curriculum Development Teams will be trained through an international-standard capacity development programme. The planned training programme will be informed by a rapid capacity needs analysis undertaken in year 1 of the NESP and followed by the design of a skills-knowledge-focused training programme.

As the upgrading of the basic education curriculum is already underway, and while students progress through the school system, capacity development will initially be undertaken through on-the-job professional development for Curriculum Development Teams provided by technical experts. This will be complemented with short formal training courses.

These programmes will include training to enable Curriculum Development Teams and other relevant MOE officials to implement the activities set out under Strategy 3 below.

Component 3: Capacity development for local curriculum development teams

This component will focus on providing training programs and support for Local Curriculum Development Teams in states and regions to develop local curriculum content and teaching and learning materials, and then to train teachers through an in-service teacher training programme. The Curriculum Section will play a lead role in establishing, training and supporting Local Curriculum Development Teams in states and regions

7.3.3 • Strategy 3: Implement the new curriculum through strengthened curriculum management, dissemination and monitoring and evaluation systems

The MOE will implement a Curriculum Management, Dissemination Monitoring and Evaluation Systems Programme, consisting of the following three components:

Component 1: Strengthen the curriculum management system

Background research undertaken to draft this chapter of the NESP identified an urgent need to distribute new textbooks and teachers' guides for the new basic education curriculum following the approved implementation schedule.

The quality of basic education teaching and learning resources, including textbooks and teachers' guides, needs to be improved to better support teachers and to improve student learning achievement. In addition, the capacity of the system to print better quality teaching and learning materials and then to distribute them to all schools in a timely manner needs to be strengthened.

From a management perspective the Textbook Committee needs to strengthen through clarifying its role and responsibilities, and if needed, providing specific technical training on evaluating curriculum materials. In addition, the Textbook Committee needs support to development and implementation of a Curriculum Materials Management Policy and linked practical guidelines for use by schools in the management of teaching and learning materials.

This policy will consider cost-effectiveness of materials alongside quality, and it will stress the importance of making teaching and learning materials attractive to teacher and learners as well as durable. Therefore, this policy will include specifications for the design and printing of textbooks and teachers guides as well as logistical requirements, quality standards for printing, procurement, distribution and management of curriculum resources.

From year 3 of NESP implementation onwards, textbook finalization, printing and distribution will be carried out in line with a new Curriculum Materials Management Policy.

Component 2: Implement the new basic education curriculum dissemination through different media

The focus of this component will be on communicating key messages on the new curriculum through different media to stakeholders across the country, including teachers, parents, students, district and township officers and the general public. The Curriculum Section, DERPT will implement a communication campaign, with the support of the Ministry of Information, through broadcasting education programmes, publishing articles in newspapers, online content (eg, MOE website) and distributing pamphlets and posters.

Component 3: Strengthen curriculum monitoring and evaluation systems

Curriculum management at the MOE needs to be strengthened, through new institutional structures and procedures, to ensure that regular monitoring and evaluation of the basic education curriculum is undertaken. The development and implementation of the new basic education curriculum must be understood as a long-term programme involving monitoring, evaluation and formal reviews to ensure that it is contributing to the overall goal and Transformation Shifts of the NESP.

In the short term, this will involve establishment of teams to undertake on-going monitoring and evaluation of the new curriculum. This will identify barriers to the successful implementation of the new curriculum, as well as any additional teaching and learning resources and support needed byschools. In addition, implementation of local curriculum programme and the Myanmar and Ethnic Language Enrichment Programmes will also need to be monitored and evaluated.

In the long run, the MOE will need to incorporate formal curriculum reviews into the curriculum management process, to ensure that the curriculum remains relevant and works towards achieving international standards of education achievement. Local curriculum for students in states and regions will need to be monitored to ensure that it covers local languages, literature, culture, arts, customs, heritage and traditions. Capacity development in curriculum monitoring, evaluation and formal reviews will be provided outlined in Strategy 2 for relevant MOE staff and for officers from states and regions.

7.4 • Results frameworks

7.4.1 • High-level results framework

Transformational Shift: All school children develop knowledge, skills, attitudes and competencies that are relevant to their lives, and to the socio-economic development needs of 21st century Myanmar			
Strategies	Strategy 1: Redesign the basic education curriculum emphasising 21st century skills	Strategy 2: Build the professional capacity of curriculum development teams	Strategy 3: Implement the new curriculum through strengthened curriculum management, dissemination, and monitoring, and evaluation systems
End Outcomes	Students appreciate and respond to a more relevant basic education curriculum that emphasises 21st century skills Teachers and students actively and successfully use new curriculum materials, including textbooks and teachers' guides	Curriculum development teams (CDTs) apply competencies (knowledge, skills and attitudes) to develop a new basic education curriculum and linked curriculum materials that incorporate 21st century skills, soft skills and higher-order thinking skills Basic education teacher competencies are applied to teach the new curriculum following orientation training	Curriculum officers successfully manage basic education curriculum that actively monitors implementation, immediately addresses documented challenges and ensures the on-time delivery of textbooks and teacher guides All basic education teachers successfully implement the new curriculum through actively using new teaching and learning materials (textbooks and teachers' guides) Improve student learning achievement through implementation of the revised basic education curriculum Increased awareness and supports of parents and general public about the new curriculum

Indicators

Number of quality curriculum standards developed (per grade and subject)

Number of quality textbooks and teachers' guides emphasizing 21st century skills (per grade and subject)

Percentage of Curriculum Development Teams (CDT) staff surveyed that can demonstrate the (knowledge, skills and competencies) to develop 21st century skills-focused basic education curriculum and linked curriculum materials (textbooks and teachers' guides)

Number of weeks of professional training for CDT staff

Evidence of acquisition of new knowledge, skills and competencies by CDT staff through on-the-job training by technical experts

Number of basic education teachers trained in relevant aspects of the new curriculum

Number and percentage of schools that receive textbooks and teachers' guides within specified deadlines (e.g. the start of the school year)

Number of monitoring activities undertaken by Curriculum Section officers

Number of monitoring reports submitted and addressed by Curriculum Section officers and other relevant MOE officers

Number of formal curriculum reviews undertaken by Curriculum Section officers

Percentage of identified curriculum challenges addressed by Curriculum Section officers

Percentage of distribution, usage and receipt of textbooks and teachers' guides

Number of broadcasted programmes disseminating information on the new curriculum to stakeholders

Percentage of teachers surveyed who demonstate successful implementation of the new curriculum through use of new basic education teaching and learning materials

Percentage of students and parents surveyed who perceive the new basic education curriculum to be relevant to their lives and their career pathways

Percentage of students who improve their learning achievement

7.4.2 • Results framework to Achieve Strategy 1

Strategy 1: Redesign the basic education curriculum emphasizing 21st century skills			
Programme to achieve the strategy: Basic Education Curriculum Reform Programme			
Programme Components	C1: Preparation of the new curriculum design for basic education	C2: Development and finalization of curriculum materials	C3: Development of Local Curriculum including ethnic languages
Intermediate Outcomes	Curriculum for 21st century learners organized with relevant content and reduced overload Implementation schedule for new curriculum is approved	Textbooks and teachers' guides, in line with new curriculum	Development of local curriculum to fulfil the needs of states and regions
Intermediate Targets (by end of 2018–19)	Clear curriculum standards and syllabus, scope and sequence across all subjects and grades from KG to Grade 12	Textbooks and teachers' guides for grade KG–Grade 12 and all subjects approved for printing Publishing of KG teachers' guides and teaching aids At least 20 per cent of all new content/lessons trialled for all subjects/grades At least 20 per cent of all new assessment tasks trialled for all subjects/grades	Development of local curriculum framework in some states and regions Implementation of local curriculum in some states and regions Training of Myanmar Language Enrichment Programme in some states and regions

7.4.3 • Results framework to achieve Strategy 2

Strategy 2: Build the professional capacity of Curriculum Development Teams			
Programme to achieve the strategy: Curriculum Capacity Building Programme			
Programme components	C1: Teacher training on the new basic curriculum	C2: Capacity Development of Curriculum Development Teams (CDTs)	C3: Capacity development for local curriculum development teams
Intermediate Outcomes	Teacher trainers (cascade trainers) ready to train teachers in the new curriculum Teacher trainees ready to implement the new curriculum	Operational design and resources for Curriculum Section CDTs develop quality curriculum programmes	Teacher trainers ready to train teachers in local curriculum development
Intermediate Targets (by end of 2018–19)	Training programme designed and delivered for teacher trainers (cascade trainers)	CDS offices fully operational Capacity development programme implemented for all curriculum team members based on individual capacity needs assessment	Finalization of program development for local curriculum teachers' trainers

7.4.4 • Results framework to Achieve Strategy 3

Strategy 3: Implement the new curriculum through strengthened curriculum management, dissemination and monitoring, and evaluation systems.			
Programme to achieve the strategy: Curriculum management system, dissemination and monitoring and evaluation system programme			
Programme Components	C1: Strengthen the curriculum management system	C2: Implement the new basic education curriculum dissemination through different media	C3: Strengthen curriculum monitoring and evaluation systems
Intermediate Outcomes	Improved quality, efficiency and equitable distribution of classroom resources Distribution of curriculum materials to all students and teachers needed in academic year Full usage of textbooks and teachers' guides by teachers and students	Stakeholders' critical support in development and implementation of new curriculum	Increase in curriculum relevance and quality over time Improvement in teaching-learning process of teachers and students Development of language skills for Myanmar and ethnic students Evaluation for the implementation of local curriculum and Myanmar Language Enrichment Programme Greater awareness of cultures and customs of ethnic groups through teaching
Intermediate Targets (by end of 2018–19)	Application of Curriculum Materials Management Policy and practices Quality curriculum materials delivered to all schools	Orientation programmes that provide knowledge concerning the new curriculum to stakeholders in states and regions	Curriculum review and monitoring and evaluation system in place Implementing systematically local curriculum in some states and regions Preservation of cultures and customs of ethnic groups 50 % ethnic children of achievement of Myanmar language (official language)

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Student Assessment and Examinations

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CHAPTER 8

Student Assessment and Examinations

8.0 • Introduction

Assessment is used across all levels of a country's national education system for the purposes of accountability, school and system improvement and to support student learning. However, the ultimate purpose of assessment is to improve education quality, which leads to improvements in student learning outcomes. Effective student assessment enables teachers and students to track learning progress and identify areas for improvement. It also enables students to demonstrate their achievements through qualifications they gain as the result of assessments. Assessments enable Ministry of Education (MOE) officials to hold schools and teachers to account for their performance and to develop and refine policies. Assessment can help countries to improve the equity of their education system, with a focus on areas where students need greater support. In summary, assessment is the cornerstone of a high-performing education system.

The Government is committed to improving the quality of education as an integral part of major ongoing social sector reforms and expanded national economic development. A key focus of these reforms is a move away from an assessment and examination system focused on the accurate repetition of acquired content knowledge to a more balanced education system that assesses student learning progress against national learning standards related to child educational development and the skills they will need for lifelong learning.

This shift is in line with international research that demonstrates the importance of monitoring a student's ability to engage in and complete complex thinking and problem-solving tasks and develop self-learning skills. These are skills that students need for personal and professional development and that a nation needs for a successful workforce.

The MOE will undertake assessment reforms as part of the basic education reforms to improve classroom teaching and student learning achievement. Assessment reforms will be closely aligned with the introduction of the new basic education curriculum. International research shows the importance of curriculum evaluation and student assessment being integrated across all levels of the national education system.

The Department of Myanmar Examinations (DME) has the overall responsibility for assessment of basic education in Myanmar. Currently, the DME oversees three major types of student assessment: the Continuous Assessment and Progression System (CAPS), year-end examinations in Grades 5 and 9, and the Grade 11 matriculation exam. These assessments all reinforce patterns of rote memorisation and repetitive teaching.

While the CAPS system, practised in previous years was intended to promote classroom-based assessment focused on measuring student learning, the lack of an integrated implementation approach has meant that it has had limited impact in changing the focus on rote learning. In fact, there is some evidence that the Chapter End Test component of CAPS may have even reinforced this focus. The CAPS system has most likely contributed to poor learning outcomes in the basic education schools. In addition, parents have felt compelled to pay tuition fees to help their children do better at tests and exams, adding significantly to the cost burden of education.

Many countries in the Asia Pacific region have recognised the national and global opportunities to be gained from changing from content to skills-based assessment systems. Skills-based systems prioritise the acquisition of skills that students will be able to use throughout their lives. In order to put in place such a system the MOE will set out the minimum assessment standards against which to measure learning achievement. These standards will define what the MOE expects students to know and be able to do as a result of their time spent in school.

The MOE will adopt an assessment system that links to a continuous cycle, whereby teachers and students participate in assessments, and teachers, students, parents and education managers learn from and respond to assessment results. Reliable assessment tools will be developed for teachers to measure student performance against expectations and national standards. Data collected from these tests will inform new policies and target assistance to schools with consistently low-performing students. The MOE will strengthen the professional capacity of officers responsible for managing the assessment system and commit to maintaining a modern assessment infrastructure.

8.1 • Legal and policy context

The National Education Law (NEL) (2014) provides the legal basis to prioritise assessment of student learning outcomes rather than student memorisation skills. The NEL states in Chapter 5, paragraph 16 (c) that learning achievement must be assessed at the completion of every level of education. Chapter 10, paragraph 54 (a) emphasises the need for quality assurance mechanisms to be in place at every education level, and 54 (b) states that quality assurance must include internal and external quality assurance processes. The law also sets out principles of education standards and quality assurance, of which assessment constitutes a fundamental component.

8.2 • Student Assessment and Examinations Transformational Shift

Based on analysis of: (a) National Education Law (2014) and National Education Law Amendment (2015); (b) CESR Phase 2 Student Assessment Report and Education Working Group Reports; (c) high-level challenges facing the basic education assessment system; and (d) national and international research lessons, the MOE has identified the following Transformational Shift for student assessment and examinations in basic education:

Transformational Shift that the MOE commits to achieving by 2021: Teachers and education managers implement a quality assessment system to improve student learning achievement.

The following section outlines the strategies and programmes that will be implemented to achieve the above Transformational Shift.

8.3 • Strategies to achieve this Transformational Shift

The strategies presented below are informed by an extensive body of international evidence that proves high-quality assessment and examinations systems assist students to develop critical foundation skills, to engage in and complete complex thinking and problem-solving tasks, and successfully apply self-learning skills. The evidence also shows that improved assessment and examinations systems enable the development of a national workforce with the knowledge and skills to drive economic growth in a highly competitive, technologically advanced, global marketplace.

Addressing the strategic challenges in assessment and examinations can only succeed through a fully integrated approach; assessment reform must be undertaken in close co-ordination with curriculum reform, new approaches to classroom teaching and development of new textbooks and teaching materials.

Based on these points, and the findings presented in the situation analysis section of the NESP Student Assessment and Examinations Action Plan, the MOE will implement the following strategies to achieve the Transformational Shift for student assessment and examinations:

8.3.1 • Strategy 1: Improve assessment and examinations

The CESR Phase 2 Student Assessment Report recommends moving the basic education system away from a focus on rote memorisation in teaching and assessment towards a more skills-focused curriculum and assessment that promotes 21st century learners. The first step in launching this change involves the development and dissemination of a National Assessment Policy (NAP).

For the NAP to be a useful foundation policy reform tool it must be linked to a coherent assessment framework. This will ensure that there are no clashes between different parts of the education system (for example, teachers are not being expected to incorporate formative assessment into their teaching, while students and schools are still being assessed against standardised summative assessment).

CESR Phase 2 Reports recommend the development of a balanced approach to formative and summative assessment, as they are both beneficial: summative assessment provides a snapshot in time about student learning, while formative assessment enables teachers to adapt their teaching to students' needs. and to support students to expand their own learning.

Classroom assessment that combines both formative and summative methods can have a particularly positive impact on weak learners. Also, using a broad range of integrated assessment approaches to evaluate the performance of schools and teachers counters the distortion effects from too much emphasis on one type of assessment. The purpose of the different types of assessments need to be well defined in the NAP, and clearly communicated to students, teachers, parents and education managers. The formative and summative assessment approaches need to be aligned with a clearly defined set of student learning outcomes, which are based around skills rather than content, and linked to the national basic education curriculum framework.

Component 1: Development of a National Assessment Policy

The DME will develop a NAP to provide an umbrella framework for a complete, integrated basic education assessment system for both classroom and school assessment, as well as to inform national education policy.

The focus of the NAP and linked assessment framework will be on assessing student learning in terms of skills, rather than content, based upon the new curriculum. This will include introduction/strengthening of classroom-level assessment, including building teacher capacity and parental understanding, development of appropriate Grade 5, 9, and 12 completion exams, and the introduction of national sample-based assessments to monitor and understand student learning progress countrywide. The NAP will also set out guidance for periodic reviews of the assessment system.

Component 2: Classroom-level assessment – building teacher capacity and parental understanding of classroom assessment

Classroom assessment encompasses multiple types of formative and summative classroom-based assessment, with the aim of providing teachers and students with vital information about student learning achievement. It includes the formal grading of students' work as well as more informal observations of students. Like formative assessment, this practice places new demands on teachers.

The DME will undertake the following activities to institutionalise the NAP and Assessment Framework:

i Develop training materials for teachers to improve the integration of teaching, learning and assessment in the classroom, and to improve planning, teaching, recording, reporting, feedback and evaluation of lessons.

ii Develop assessment handbooks for teachers (e.g. handbooks on item writing and item analysis).

iii Provide monitoring tools (including self-evaluation tools) to identify areas requiring further support.

iv Provide training programmes for teachers in classroom assessment and ongoing support programmes through Master Trainers.

The DME will also involve teachers in preparing and scoring examinations and national assessments, as this is proven to have a positive effect on teacher buy-in and learning for assessment reforms.

Component 3: School-level assessment

School-level summative assessments, if developed appropriately and used well, can serve as an important part of classroom assessment. The existing school-level assessment system in place in basic education schools is called Chapter End Tests which take the form of monthly tests. Chapter End Tests take place according to the direction of Department of Basic Education between 5 to 7 times a year. The results from Chapter End Tests are important as they are used to identify the class each student will be attending the following year. A serious limitation of Chapter End Tests is that they encourage rote learning and short term memorisation. Therefore, the MOE is committed to replacing Chapter End Tests with a new school-level, grade-based (A, B, C, D, etc.) summative assessment system to assess student learning achievement. The DME will involve teachers in the development of a classroom examination framework, on the basis of which grade-based assessment tests would be developed and introduced in a phased way.

Component 4: Grade 5, 9 and 12 completion exams

Unlike school-based assessment these examinations are completion examinations and require more reliability, validity and standardization to provide nationally comparative information regarding student achievement at the end of primary, middle and high school. The DME will improve all aspects of these examinations, such as the

types of questions used, the mode of test administration, marking and scoring as well as the analysis of results. These exams will need to be standardised across the country to provide valid and reliable information regarding student learning achievement. The Grade 12 completion exam will replace the current Grade 11 matriculation exam.

Component 5: National sample-based assessments

Sample-based assessments will provide useful evidence about the level of student achievement in identified curriculum areas. They also provide insight in the following areas: (i) progress regarding education policy and reform implementation, including how well curricula are being translated into knowledge and skills among students; (ii) subject-, geographic- and gender-related areas of inequity in student performance; (iii) principal determinants of student performance including teacher, student background and other causal variables; (iv) how resource allocation might be redirected to improve student performance; (v) how to assist teachers to use data to improve student performance; and (vi) how to create sustainable capacity to conduct quality surveys of student learning and apply findings to policy formation.

8.3.2 • Strategy 2: Strengthen co-ordination, management and monitoring

Improved co-ordination, management and monitoring is essential for the MOE to implement integrated student assessment reforms alongside other basic education reforms, such as curriculum and teacher training.

Capacity is also hugely important. The CESR Phase 2 Student Assessment Report recommends building human resource capacity in the new assessment and examination system across all levels. Effective integrated assessment frameworks are dependent upon the skills and competencies of the staff involved in their design and implementation. The most well-designed assessment systems will have only limited impact if the institutional capacity does not exist to implement them.

Experience from other countries shows that building capacity linked to assessment and examination reforms is best done through a learning-by-doing approach. Technical experts can provide useful specific technical inputs through working with small teams on specific knowledge and skill areas, which enable in-depth discussions and skills transfer. Teachers, in particular, require dedicated training support. Systems capacity is also important.

Implementation of new assessment systems also depends on the buy-in of all stakeholders and, in particular, ensuring that they understand its rationale and potential usefulness. This includes positive, attractive and sustained public information campaigns, with prominent support from the government, to communicate education reform messages to parents, students and the public. Within the education system, buy-in can be built through designing an assessment framework, subsequent capacity building and implementation.

Finally, ICT systems play a vital role in reforms of assessment and examinations systems. Effective ICT systems produce statistical analyses and enable the many administrative processes involved to work efficiently. In many countries reforms of assessment systems have failed because of gross under-budgeting for new technologies needed to promote security, counter malpractice, increase efficiency and reduce costs. Funding is also required for the ongoing operation and maintenance of this equipment.

Based on this discussion, the MOE will implement a Strengthening Co-ordination, Management and Monitoring Programme with the following components.

Component 1: Restructure of the Department of Myanmar Examinations

To successfully play a lead role in implementing the assessment reforms, the DME will need to be restructured. As an example, a dedicated Assessment and Evaluation Unit will be needed in order to assess and evaluate student learning performance. Necessary new ICT tools will be provided and ICT experts will need to be appointed adequately.

Component 2: Capacity building and advocacy

The assessment reforms mark a significant change in classroom assessment and standardised testing in Myanmar – both in terms of integrating assessment into teaching and learning, and the sophistication of the proposed testing/examination programme. The MOE recognizes that the ultimate success of the assessment reforms will be closely tied to improving the assessment, testing and measurement capacity of the staff within schools, Education Colleges and the DME. Professional development for school and DME staff will be crucial. The use of large-scale assessments, such as national sample-based assessments, will require existing and newly hired staff to be trained in the areas of test development, accountability for test publication, test administration, test analysis , score analysis and psychometrics.

This component will therefore develop MOE staff capacity in terms of classroom assessment, test development and psychometrics, to enable local staff to develop, deliver and maintain high-quality assessment surveys and examinations. The reforms should also ensure that local staff, as well as the larger community of Myanmar educators, are equipped to utilise the results of assessments in order to inform education policy.

Capacity development activities will include professional development workshops, ongoing technical support, on-the-job training and technical assistance. Prior to the development of the capacity development activities, the MOE will undertake a capacity and infrastructure needs assessment to inform their content.

Component 3: Development of assessment-related Information and Communication Technology (ICT) infrastructure

There is an immediate need to improve current work processes through the enhanced use of ICT systems and best practices. The development of these systems requires skilled technical staff for the operation of ICT infrastructure, data analysis and interpretation and maintenance.

Of critical importance is the development or refurbishment of databases for storing exam scores and other assessment results. This requires a review of existing and future ICT requirements and the development of high-performance, low cost and efficient maintenance systems appropriate for the Myanmar context, and which have strong security provisions. All databases should be linked with the national Education Management Information System (EMIS) once in place

either by integrating them directly or by using global IDs, which can be linked to records in EMIS

Assessment database development and upgrading will include:

- Improvements to the DME online portal to allow online inquiry of examination results, which is partly already implemented in the current website; submission of online inquiries for validation of certificates, e.g. by educational organisations as well as employers; student scores requests; and online registration for exams.
- A scores database containing grade records per item per student, populated with data from future examinations as well as from examinations in the past few years (five to ten). This system will allow the export of data in a range of formats used by analysis programmes.
- A classical item analysis program (ITEMAN4 or WINSTEPS) in order to create detailed item and test analysis reports.
- Sampling software for piloting. This software needs a large sample from schools all over the country and thus is dependent on data from an EMIS
- Software to conduct item response analysis to calibrate and evaluate items in tests in order to improve test scoring and development of test items.
- A custom-built, off-line item bank, which can be gradually filled with items and constantly improved based on results of analytics programmes.

Component 4: Developing monitoring mechanisms

Classroom-level and school-level assessments are to be monitored through school-level self-evaluation teams (headed by the head teacher and respective assistant teachers) and school inspection teams covering township level to state/region via district level.

Grade 5, Grade 9, end-of-high school completion examinations and national sample-based assessments will be monitored by assessment technical teams through the Department of Myanmar Examinations.

8.4 • Results frameworks

8.4.1 • High-level results framework

Transformational Shift: Teachers and education managers implement a quality assessment system to improve student learning achievement		
Strategies	Strategy 1: Improve assessment and examinations	Strategy 2: Strengthen co-ordination, management and monitoring
End Outcomes	Teachers and education managers apply new professional knowledge and skills to successfully implement the National Assessment Policy and procedures	Better co-ordination, management and monitoring by education personnel involved in assessment and examinations
Outcome Indicators	NAP developed and approved All forms of student assessment – classroom assessments, G5, 9 and end-of-high school completion examinations, national assessments – aligned with NAP and phased plan for their introduction being implemented Percentage of students being tested using methods that assess their learning and skills development, in line with the NAP Percentage of teachers that apply new methods to assess student learning and skills development, in line with the NAP Number of findings from national assessments that inform education policy (including NAP revisions)	DME legally restructured with co-ordination mandate, dedicated budget and trained staff Percentage of staff enrolled in professional development programmes and applying their learning on the job Percentage of teachers, head teachers, education managers, parents and students who express their satisfaction with the phased revisions to the assessment system and NAP Database systems for assessment in place; number of trained staff in place to manage ICT systems Annual budget in place for maintenance of the systems

8.4.2 • Intermediate results framework to achieve Strategy 1

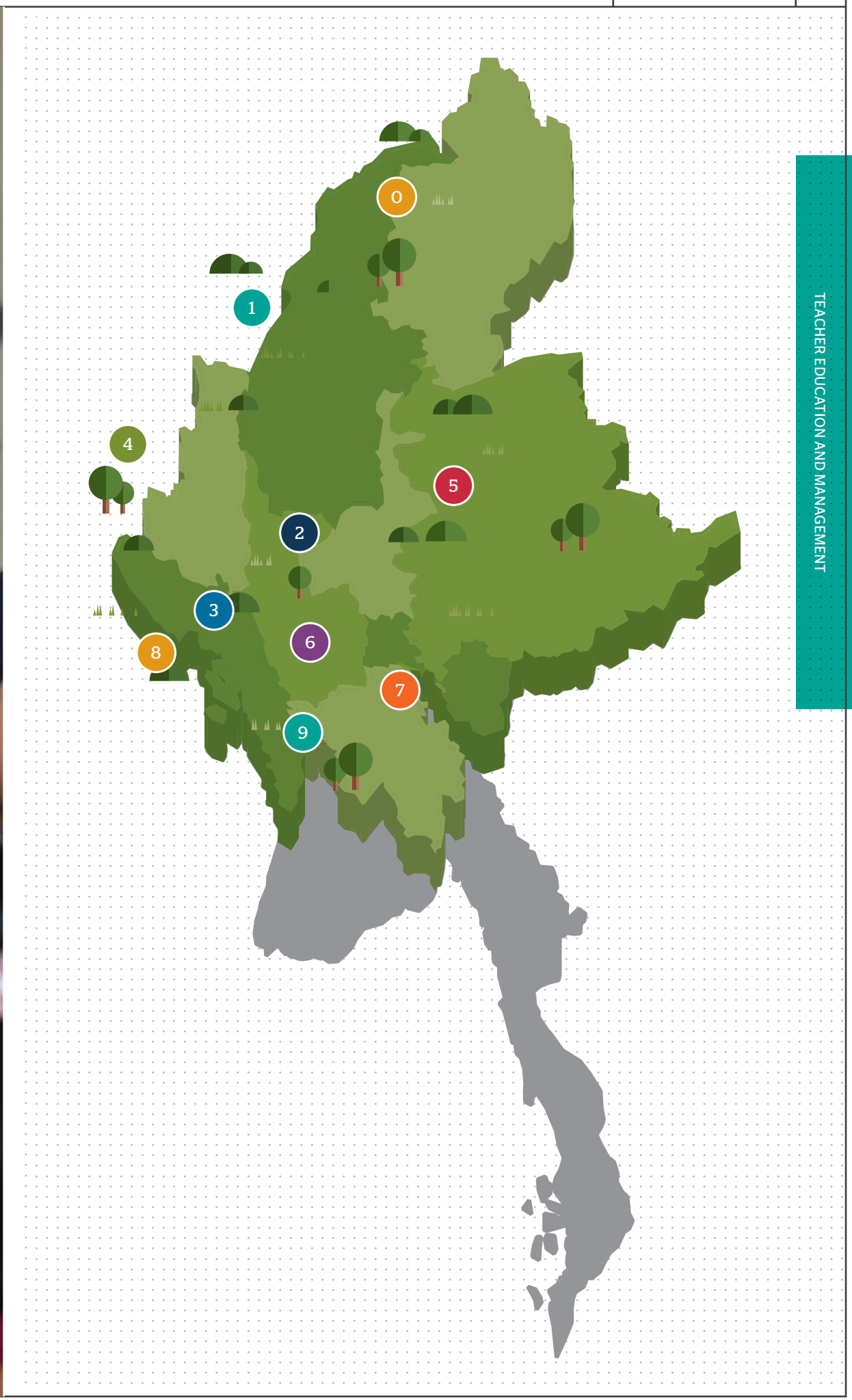
Strategy 1: Improve Assessments and examinations					
Programme to achieve the strategy: National Assessment Policy Programme					
Programme Components	C1: National Assessment Policy	C2: Classroom-level Assessment	C3: School-level Assessment	C4: Grade 5, Grade 9, Grade 12 Completion Examinations	C5: National Sample-based Assessment
Intermediate Outcomes	National Assessment Policy (NAP) finalised and approved	Classroom assessment framework, methods and training materials developed for countrywide roll-out	All schools use tests that contain 15 per cent items that assess learning skills rather than memorisation All school-level assessments in basic education schools use a grading system	Completion examinations are standardised, reliable, validated and ready for phased introduction	National sample-based assessment tools and systems finalised and ready for implementation
Intermediate Targets (by end of 2018–19)	100,000 copies of NAP printed and disseminated to all schools and education offices	Classroom assessment framework developed and improved classroom assessment methods piloted in 5,000 schools	Item bank established containing sufficient number of skills-based questions for each grade Grading system for school-level assessments approved and in place	Grade 5, Grade 9, Grade 12 completion examinations framework developed	Ten pilots carried out

8.4.3 • Intermediate results framework to achieve Strategy 2

Strategy 2: Strengthen co-ordination, management and monitoring				
Programme to achieve the strategy: Strengthening Co-ordination, Management and Monitoring Programme				
Programme Components	C1: Restructure of Dep. of Myanmar Examinations (DME)	C2: Capacity building and advocacy	C3: Development of assessment-related information and communication technology infrastructure	C4:Development of assessment system monitoring mechanisms
Intermediate Outcomes	DME leads reforms of assessment system	MOE staff equipped with the technical skills to develop, deliver and maintain high-quality assessments and examinations; parents and students support reforms	Assessment results are gathered, stored and analysed in a safe, secure and policy-relevant way	Data from classroom and school level assessments are gathered on a regular basis Data from completion and national exams are collected by DME
Intermediate Targets (by end of 2018–19)	DME re-launched Restructure of DME approved	50 per cent of DME and other relevant MOE staff report increase in assessment skills relevant to their role in implementation of NAP 50 percent of parents and students know about the information of assessment reforms	Establishment of efficient, easy-to-use assessment database	Establishment of self-monitoring mechanisms by school-level self-evaluation teams and school inspection teams at district, state/region and national levels

9

Teacher Education and Management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CHAPTER 9

Teacher Education and Management

9.0 • Introduction

Improving the quality of classroom teaching is essential to improve student learning achievement in schools and educational institutions in Myanmar. This includes having a sufficient number of qualified teachers in every school, in order to achieve the minimum teacher student ratios and qualification standards set by the MOE. Currently the MOE is facing a number of challenges in deploying qualified teachers to all schools, especially schools in remote rural areas. Therefore, the MOE has prioritised an integrated and comprehensive approach to teacher education and management reform under the NESP.

The National Education Law (NEL) (2014) and NEL Amendment (2015) provide a clear legal framework for progressive, integrated and comprehensive teacher education and management reforms. The NEL, CESR Phase 2 Teacher Education Reports and Education Working Group Reports, all recognise that a motivated and well-trained teaching force is a prerequisite for quality education, and that this can only be realised through improving the status, quality, management and professional development of teachers. It is also widely recognised that complementary improvements in the education system are also needed, such as greater investment in infrastructure and instructional materials, and an effective student assessment system that supports teachers and engages parents.

In high-performing education systems worldwide teachers have a central role to play in improving educational outcomes. International research shows that the way that teachers teach has a greater effect on student learning outcomes than any other factor. When teachers have strong subject and pedagogic knowledge they are more effectively able to diagnose and solve children's learning problems and introduce a dialogic, mixed-method teaching style. Myanmar has a long history of interactive pedagogy, dating back to at least the Innwa era (the 14th century), but, for various reasons, this is not widely practised.

High-performing countries such as Finland, South Korea, Canada and Cuba have invested in quality pre-service teacher education and school-based, in-service professional development. Successful in-service training brings teachers together in professional learning communities where they are supported by external teacher supervisors and mentors, combined with regular follow-up in the classroom. Head teachers can play a crucial role in promoting teacher effectiveness and supporting teacher development if they are enabled with the tools to act as instructional leaders. Teacher professional development is most effective when it is linked to clear, widely owned standards, such as competency frameworks, that enable teachers to work towards clearly defined career development goals.

In order to support teachers in their professional development and to improve all aspects of teaching practice, a sound and supportive teacher management policy is essential. Such a policy needs to be well researched, widely consulted upon and reflect the cultures and communities in which teaching takes place. The teacher management policy also needs to clearly explain professional development pathways for teachers.

To date, the MOE has launched a number of projects with international partners to improve the quality of teacher education in Myanmar. These include strengthening teacher education management, teacher education curriculum reform, pilots to improve in-service teacher education, and upgrading the English language and methodology skills of teacher educators. These projects will support the successful implementation of the strategies and programmes outlined in this chapter.

9.1 • Legal and policy context

The NEL (2014) and NEL Amendment (2015) set out an appropriately ambitious quality framework for Myanmar's teachers and it requires them to complete a basic pre-service teaching qualification. In addition, the MOE in collaboration with relevant ministries must ensure that teachers have access to quality ongoing continuous professional development. It also requires the MOE to establish a system of quality assurance for every level of education, including teacher education and teaching, to ensure that quality teaching translates into meaningful student learning outcomes.

9.2 • Teacher education and management Transformational Shift

This chapter responds to the recommendations listed in CESR Phase 1 and 2 and Education Working Group reports to address the strategic challenges facing teacher education and management in the basic education sub-sector in Myanmar. These are:

- i The need for a representative body to strengthen co-ordination among teachers and support planned teaching and teacher management reforms
- ii The need for a clear and practical competency framework against which teachers can be held to account for quality teaching and measurable improvements in student learning
- iii The need for a transparent and widely owned teacher licensing or accreditation system
- iv The need to improve the quality of pre-service teacher education
- v The need to establish and sustain a quality national in-service professional development programme

Currently, teacher deployment and promotion are not linked to performance but instead are based on years of experience, and teachers are promoted upwards through the levels of the basic education system away from primary schools. This drains quality teachers from primary schools, where they are most needed. This problem is compounded by the deployment of daily wage teachers, who receive less training and are often sent to the most remote primary schools around the country, meaning that these schools have the least experienced teachers.

While data on teacher supply and demand is collected, it is not used to inform the design of a responsive teacher deployment system. Furthermore, there is widespread consensus among senior MOE officials that the planned reforms to expand basic education to encompass kindergarten (KG) plus 12 years of subsequent schooling will require additional teachers to be placed using an evidence-based teacher management, planning and deployment system.

The planned introduction of a new basic education curriculum will demand a quality, cost-effective in-service training programme that can train all teachers across the country on how to assimilate new materials and successfully apply the necessary changes in pedagogy. In addition, both pre-service and in-service teacher education also require longer-term reforms to enable teaching that bridges theory and practice and encourages self-reflective practice.

Despite the historical practice of promoting a critical thinking-focused pedagogy in Myanmar, previous teaching reforms have struggled to make an impact on pedagogy due to weak communication among teachers, limited funding to entrench behaviour change, weak consultation with and ownership among teachers, and weak complementary reforms in curriculum and student assessment. As a result, most teaching still relies heavily on rote memorisation and didactic strategies that do not engage children, and therefore their learning outcomes are correspondingly poor.

The strategies and programmes set out in this chapter directly address these findings, and will ensure that teaching professionals are engaged and consulted throughout the NESP five-year implementation period. Furthermore, the reforms aim to strengthen the role and level of respect for teachers in Myanmar society.

Based on analysis of: (a) the National Education Law (2014) and National Education Law Amendment (2015); (b) CESR Phase 2 Teacher Education Reports; (c) Education Working Group Report; (d) strategic challenges facing the sub-sector; and (e) national and international research lessons, the MOE has identified the following Transformational Shift for teacher education and management:

Transformational Shift that the MOE commits to achieving by 2021: Teachers support, develop and apply interactive classroom teaching and learning benefiting all students.

In the following section the MOE outlines the strategies and programmes that will be implemented to achieve the above Transformational Shift.

9.3 • Strategies to achieve this Transformational Shift

9.3.1 • Strategy 1: Strengthen teacher quality assurance and management

Under the NESP teachers will play a central role in introducing the new basic education curriculum, using new curriculum materials, applying appropriate pedagogy and introducing new student assessment methods. They will also play a key role in supporting complementary reforms, such as strengthening school governance and management structures and supporting parents to play a more active role in their children's education. Furthermore, many teachers will be asked to introduce these reforms in remote and challenging work environments.

It is essential for the MOE to strengthen teacher quality assurance and management policies, processes and systems to demonstrate to all teachers that the key challenges currently affecting their profession will be addressed. This will demonstrate the MOE's strong commitment to addressing the barriers to effective teaching and ensure that teachers and the teaching profession continue to be respected and appreciated in Myanmar.

To address these issues, the MOE will implement a Teacher Quality Assurance and Management Programme. The overall aim of this programme is to ensure that all schools in Myanmar have motivated, qualified teachers to realise dramatic improvements in teaching and learning. The Department of Basic Education (DBE) and Teacher Education Section under the Department of Higher Education (DHE) will take the lead in this programme, in partnership with relevant ministries and the proposed Teacher Education Council. This programme will have the following components:

Component 1: Establishment of a Teacher Education Council

A Teacher Education Council (TEC) will be established to enable teacher representatives to advise and support implementation of the teacher education and management reforms outlined in this chapter, as well as other basic education chapters of the NESP.

This professional body will promote teacher quality, provide technical guidance, stimulate debates about effective pedagogy and encourage reflective practice. It will take responsibility for institutionalising professional standards and ensuring that pre- and in-service professional development is linked to standardised national competency frameworks.

Component 2: Establishing a teacher quality assurance system

The teacher quality assurance system under the NESP will involve the following two reforms:

a **Teacher Competency Framework**

CESR research and Education Working Group reports both advocate the development of a Teacher Competency Framework and linked professional standards (i.e. a framework that outlines concise, nationally accepted profiles of what teachers are expected to know and be able to do at different stages of their careers). Importantly, the process of developing a Teacher Competency Framework will provide an excellent means of engaging key stakeholders in the reform process, and building national consensus around high-quality teaching and learning in schools.

International research shows that competency frameworks enable teachers to access appropriately calibrated professional development. They can also be used to assess teacher performance.

b **Teacher accreditation system**

A teacher accreditation system will enable increased confidence in the teaching profession and greater pride among teachers. Many countries have licensing or accreditation systems for teachers that must be renewed regularly as part of good teacher quality assurance and management. The Education Working Group Report argues for a teacher licensing system for this purpose. This system will be designed and consulted on in the final years of the NESP and rolled out in a subsequent plan.

Component 3: Design and implement an equitable teacher recruitment, promotion and deployment system

Many countries including Myanmar are deeply concerned about current or potential widespread teacher shortages, especially in certain subjects, or within certain geographic areas or demographic groups. Some countries are wrestling with how to deploy qualified and experienced teachers in remote rural areas. Current systems for teacher recruitment, promotion and deployment are inequitable and inefficient. The least qualified teachers are placed in remote areas with the highest level of need, a tendency that is reinforced by current policies to recruit daily wage teachers to fill gaps. There are no benchmarks for teacher performance, and promotion is based on years of experience. The way the promotion system is currently structured also drains experienced teachers away from primary schools (the most foundational years of a child's learning experience) to middle and high schools.

The CESR and Education Working Groups reports have recommended changing the current teacher promotion system to one that is based on career pathways. Teacher pay and remuneration should be carefully reviewed in order to retain quality teachers in their respective career pathways. Moreover, teacher promotion should not depend on a teacher's years of service, but should be based on a quality teacher performance appraisal system.

An improved system for the deployment of teachers working in rural and border areas is needed to attract experienced and qualified teachers to them. A strengthened teacher recruitment system must include recognition of prior learning, so that teachers who have taught in different educational contexts (for example, in monastic schools and in refugee camps) can have their qualifications recognised in Myanmar. This will enable children in disadvantaged and academically underperforming communities to benefit from improved teaching and learning. This will raise the standards of school achievement and will ultimately be of social and economic benefit to the community.

The policy of five teachers per primary school and the system of daily wage teacher recruitment will be reviewed. In addition, there will be more training opportunities provided for daily wage teachers to become certified and access pathways for their professional advancement. The recruitment policy needs to be linked closely to teacher accreditation and performance assessment systems, including new competency frameworks, so that performance is recognised and teachers are promoted on that basis.

The cost implications of any changes to the teacher promotion and salary framework need to be taken into account in this review and planning process, and the revised system needs to be linked to projections of teacher demand as the basic education system itself expands. In addition, an understanding of what motivates different teachers to teach at high school, middle school and primary level (and in rural and urban areas) will need to be developed and factored into the revised system, in order to ensure that changes to the salary structure do not result in a drain from one level of school teaching to another for example, having a promotion system within primary schools. Lessons can be learnt from the experiences of other Asian countries in attempting similar reforms.

A realistic means of linking the revised teacher promotion and deployment system to the competency frameworks needs to be developed. It may be unrealistic to develop an assessment system for all teachers based on the competency frameworks that can be directly linked to performance and pay; it may be more realistic to link competency frameworks to teacher professional development and assess teachers against their competency-based professional development qualifications as a proxy indicator. An assessment of different options is necessary to identify the most suitable option for Myanmar's education system.

9.3.2 • Strategy 2: Improve the quality of pre-service teacher education

Major changes are needed to improve the quality of teaching and learning in teacher education institutions (TEIs) – Education Colleges (ECs), Universities of Education (UOEs) and the University for the Development of National Races for the Union (UDNR) – including improving their administration, management and infrastructure.

Pre-service teacher education suffers from an overloaded and outdated curriculum and there are limited opportunities for trainees to apply their learning through practicum (i.e. supervised teaching placements in schools). In addition, existing teaching materials are not used effectively. Also, there are no specialised courses to meet the different learning interests of trainees, such as ECCD, kindergarten, special needs, or critical skills and knowledge related to resilience education. The current assessment system in pre-service teacher education represents a barrier to pedagogical change.

Teacher educators rely on and teach a transmission-based model of teaching, which is then replicated by teachers in schools, with correspondingly poor student learning outcomes. Teacher educators receive minimal pre-service training and have few opportunities for professional development. Administrative capacity in teacher education institutions is also weak. Therefore, the managers of ECs must be given appropriate training before taking up their new posts. The entry requirements for teacher trainees to ECs should be more inclusive, and the recruitment and deployment policies for teacher educators need to be revised. The quality of infrastructure in teacher education institutions is variable. Primary and lower secondary teacher training courses are for two years is too short to become an expert teacher, and it is also not aligned with practices in ASEAN countries.

To address these challenges, the CESR and Education Working Group reports recommend upgrading the entire pre-service teacher education system, with a focus on revising the teacher education curriculum and approaches to pedagogy, developing specialised courses, improving opportunities for teaching practicum through developing stronger school partnerships, and upgrading teacher education courses to degree level. The forthcoming language policy will also require changes to the curriculum, as well as to teacher education, to ensure that children who speak ethnic languages get the best possible start in education.

TEIs must make sure that all future cohorts of teachers are ready to teach the new basic education curriculum, including more discursive and interactive pedagogical approaches.

To address these issues, the MOE will implement a Teacher Education Institutions Programme, with the main components as follows:

Component 1: Short-term revisions to the teacher education curriculum and teacher training models

The MOE needs to ensure that the teacher education curriculum and assessment framework for all teacher trainees is aligned with the basic education reforms outlined in the NESP, such as how to teach the new basic education curriculum, how to assimilate new materials into their teaching and how to incorporate and apply new approaches to pedagogy and assessment. TEIs and the Teacher Education Section under the DHE will need to work alongside the Curriculum Development Team staff from the Department of Education Planning, Research and Training (DEPRT), to ensure that teacher education courses are adapted as soon as each grade of the new basic education curriculum is developed .The Teacher Education Section under the DHE, drawing on guidance from the Curriculum Development Team, will also develop and deliver training programmes to enable teacher educators to teach the new curriculum course package.

Education Colleges will undertake pre-service teacher training through mobile training courses. The overall aim of this component is to provide opportunities for those student teachers living in remote, rural areas, who are unable to access Education Colleges, to be trained as teachers.

Component 2: Upgrading two-year programmes in education colleges to specialized degree programmes

Longer-term reform of pre-service teacher education will involve a transition from two-year to degree-awarding teacher education programmes in ECs, and the development of specialised degree courses in areas where Myanmar currently has limited specialised academic or human resource capacity.

Specialization degree courses will include courses early childhood care and development, kindergatern, primary and lower secondary education. This components needs to link with the design and implementation of an equitable teacher recruitment, promotion and deployment system outlined under Strategy 1, Component3.

This component needs to take into account: (i) developing Master Plan(ii)existing human resources at TEIs in relation to existing and newly proposed specialised courses; (iii) teacher competency frameworks; and (iv) projected demand among teacher trainees. These reforms might provide an opportunity to move towards an 'open system' of pre-service teacher education provision, whereby different TEIs, potentially including private sector institutions, offer different degree specialisations.

The MOE will carry out a comprehensive review to determine the roadmap for long-term teacher education reforms. In addition, it will develop and cost a plan for the phased introduction of degree courses and specialised courses at ECs (possibly through pilots in selected ECs), in close co-ordination with the UOEs and UDNR.

Component 3: School partnerships and reform of block teaching and practicum

Reform of the practical component of the curriculum at ECs is essential to ensure that teacher trainees have the opportunity to apply their learning and gain essential feedback and advice as they develop their teaching practice. This is particularly important for introducing and instilling concepts of interactive pedagogy. ECs will need to establish partnerships with nearby schools to ensure that teacher trainees have the opportunity to apply their teaching in an environment that is supportive for both students and teacher trainees.

Currently, teacher trainees have few opportunities to practise teaching during their pre-service education. The current 'block teaching' model implemented by ECs is conducted in the community and teacher trainees have very limited supervision, feedback or guidance.

International research has found that the most effective pre-service teacher training blends theory and practice, and enables as much school-based learning, assessment and feedback as possible. This blended approach creates strong foundations for a reflective teaching practice.

Component 4: Strengthen management and administration of education colleges

TEIs currently have inefficient administration and management systems, which must be upgraded to enable TEIs to adapt and respond to the reforms. ECs and Universities of Education (UOEs)/University for the Development of National Races for the Union (UDNR) departments may need to be restructured to ensure that qualified staff are in place to implement the NESP pre-service education reforms. TEIs also need access to data to better project on the supply and demand of teacher trainees and teacher educators in the regions they are serving. These changes will need to be supported through a comprehensive programme of staff capacity building.

9.3.3 • Strategy 3: Improve the quality of in-service teacher professional development

There is comprehensive and convincing evidence presented in the previous sections of this chapter that teachers need access to quality, school and school cluster-based continuous professional development (CPD) to:

1. Upgrade their knowledge and skills so that they can successfully teach in challenging learning environments.
2. Successfully implement the new basic education curriculum and assessment reforms.
3. Implement new polices, such as the forthcoming language policy.
4. Actively include children with special needs.
5. Successfully introduce new grades, starting with kindergarten, under the expanded basic education system.

Improving pedagogy among teachers is key to improving student learning. To develop teachers' pedagogic practices, CESR and Education Working Group reports recommend developing in-service training programmes that enable applied learning and encourage self-reflective practice against clear and consistent competency benchmarks.

These recommendations are supported by international research, which argues that the most effective models to enable teachers to learn on the job and develop a reflective practice is through a school and school cluster-based model of CPD that combines training and mentoring by an external expert, supported by distance learning materials and school-based mentoring networks. This high-quality training approach also enables the upgrading of teacher pedagogic knowledge and skills over a sustained period.

International research also highlights the value of specific measures to ensure that teaching practices are free from gender bias. Traditionally, gender bias has negatively affected girls, denying them the benefits of quality education and thus a basic human right. But recently, boys' increasingly poor academic performance has raised questions about how gender stereotyping 'allows' them to fail in school. Education that responds to the needs and experiences of boys and girls delivers better learning results.

There is an urgent priority for existing teachers to be trained to use the new materials developed as part of the implementation of the new curriculum, including changes in pedagogy, and being able to better address issues relating to gender, inclusion and ethnicity.

The MOE will establish a Teacher Professional Development Programme, with the following main components:

The Teacher Professional Development Programme will be implemented in two stages. Stage 1 will involve in-service orientation training for teachers in the new kindergarten and Grade 1 curriculum (and successive grades in the following years of the new curriculum roll-out). Stage 2 will involve implementation of the Teacher Professional Development Programme.

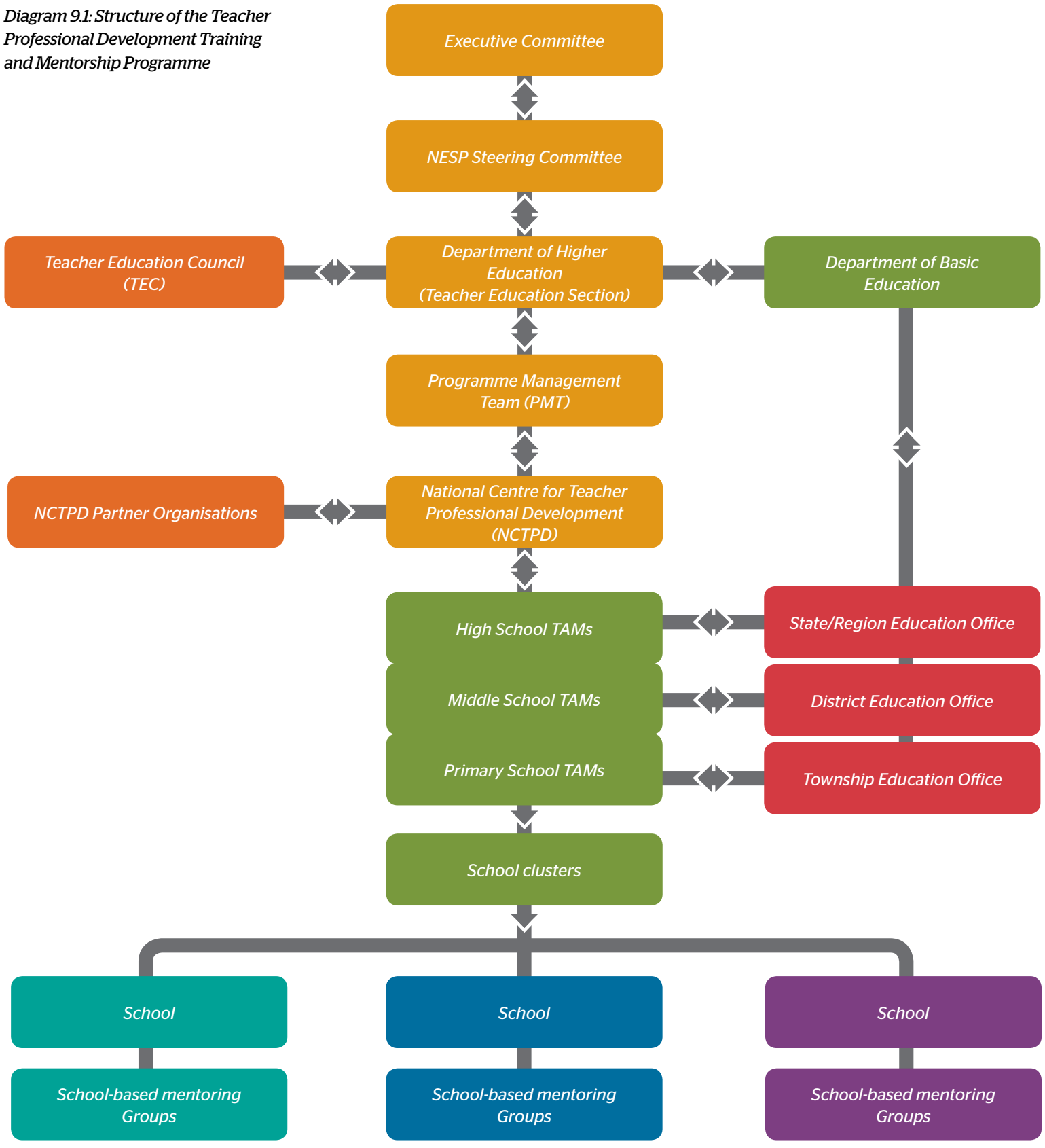
Component 1: Establishment of a National Centre for Teacher Professional Development (NCTPD)

A NCTPD will be established to support the implemention of the Teacher Professional Development Programme. The NCTPD will provide long-term, essential training capacity to successfully implement the Teacher Professional Development Programme, which involves township, cluster and school-based in-service training and mentoring for basic education teachers over the five-year period of the NESP. The Structure of Teacher Professional Development Training and Mentorship Programme is shown in Diagram 9.1 below.

ECs currently do not have the human resource capacity to implement the Teacher Professional Development Programme, and must focus their attention on reforms to expand access and improve the quality of their existing pre-service training programmes outlined in Strategy 2 of this chapter.

The NCTPD will be staffed by 15 to 20 teacher-training experts who will be identified through a competitive and transparent recruitment process. These experts will have the relevant skills and experience to work across a range of different areas, such as training course development, training for teacher trainers and mentors (TAMs), quality assurance monitoring of the Teacher Professional Development Programme, advising township education managers and mentoring and supporting TAMs. However, in the first two years of operation, NCTPD staff will need additional professional training, combined with technical assistance from national and international advisers, to strengthen their capacity to successfully implement the Teacher Professional Development Programme.

Diagram 9.1: Structure of the Teacher Professional Development Training and Mentorship Programme



The primary focus of the NCTDP will be to develop, launch and sustain the in-service Teacher Professional Development Programme. The NCTPD will develop and implement a range of in-service training programmes targeting different groups of teachers (e.g. former daily wage teachers, junior teachers, senior teachers and head teachers, in basic education schools).

All NCTPD in-service courses will be fully accredited, ideally through UOEs or ECs, so that teachers can secure formal qualifications upon completion of in-service courses. This will enable them to earn promotions and achieve their career aspirations. All in-service courses will be strongly aligned with the Teacher Competency Framework discussed under Strategy 1.

The NCTPD will work closely with the Department of Basic Education to develop an in-service training course for head teachers in primary, middle and high schools.

The NCTPD will be supported by national and international partner organisations interested in investing in teacher professional development in Myanmar.

Component 2: Development and implementation of the Teacher Professional Development Programme

The NCTPD will establish and co-ordinate teams of experts from TEIs, partner organisations, universities and other national organisations to develop courses for the Teacher Professional Development Programme.

Under the Programme TAMs will be recruited, trained and deployed to provide professional, long-term in-service professional teacher training and mentoring support to teachers from a designated cluster of schools within each township. TAMs will be selected by their respective region and state selection boards in accordance with the selection criteria developed by the DBE and Teacher Education Section under the DHE. This criteria will be based on the qualifications, professional experience, subject mastery, years of service and professional performance record of applicants.

TAMs will be recruited from within townships where they are currently living and working and they will be responsible for training and mentoring teachers based in clusters of schools they have been assigned. TAMs will vary according to the level of school they are supporting; for example, there will be TAMs for primary, lower secondary and upper secondary schools.

TAMs will travel regularly to schools to provide face-to-face training and mentoring support to individuals and groups of teachers. TAMs will implement structured training programmes for specific target groups of teachers in their assigned school cluster. The training courses will involve a range of different adult learning methods, such as face-to-face training, homework-based assignments, observed practical demonstrations in the classroom, group-based skill and knowledge sharing meetings, and group/pair assignments.

Component 3: Countrywide comprehensive short-term in-service training on the new basic education curriculum

The MOE needs to ensure that all practising teachers are able to teach the new basic education curriculum, including new approaches to pedagogy and assessment. Head teachers have an important role to play as instructional leaders in mentoring practising teachers to effectively implement the new curriculum. Therefore, instructional leadership training programmes for head teachers are also needed.

TEIs will need to ensure that in-service training courses are developed to introduce the new curriculum, including the guiding educational principles behind it (e.g. on pedagogy), in collaboration with the Curriculum Development Teams. Plans to train basic education curriculum master trainers are discussed in the Basic Education Curriculum chapter. These master trainers will undertake teacher training across the country. It is important that in-service training is provided to all teachers who teach the government curriculum, including those working in monastic schools, private schools and ethnic education schools.

Once the NCTPD is developed and operationalised, it will provide the infrastructure to deliver in-service CPD courses for teachers and provide follow-up support. However, in the first two years of NESP implementation it will be necessary to run the new curriculum training courses independently of the NCTPD. The MOE will work with partners to ensure the comprehensive roll out of these key training programmes at scale.

To support efforts by the DBE to expand access to basic education and improve transition rates from primary to middle and high schools, Teacher Education Institutions will undertake training for high school teachers and middle school teachers to enhance their content knowledge of specific subjects. This training will provide teachers who are promoted from the primary to secondary level (as well as newly appointed teachers) with specialized subject knowledge and skills.

In addition, according to the new basic education structure KG+12, high school teachers will need training on the new basic education curriculum when it is phased in. Therefore, under this component refresher courses for secondary (both middle and high) school teachers will be provided for subject-specific skills development. Subject specialists from states, regions and universities will equip teachers with subject-specialized skills and knowledge that will improve teaching and learning achievement in secondary schools.

9.4 • Results frameworks

9.4.1 • High-level results framework

Transformational Shift: Teachers support, develop and apply interactive classroom teaching and learning benefiting all students			
Strategies	Strategy 1: Strengthen teacher quality assurance and management	Strategy 2: Improve the quality of pre-service teacher education	Strategy 3: Improve the quality of in-service teacher professional development
End Outcomes	Teachers develop competencies as mentioned in the Teacher Competency Framework after attending teacher training courses Teachers gain equitable opportunities as a result of the implementation of teacher recruitment, deployment and promotion policy and system	Graduating teachers deliver interactive teaching in basic education schools and achieve Teacher Competency Framework standards Revised curriculum is implemented at TEIs. Specialized education degree courses established in ECs	In-service teachers actively participate in teaching and mentoring activities implemented by trainers and mentors (TAMs), deliver interactive teaching in basic education schools, and achieve Teacher Competency Framework standards
Outcome Indicators	Number of teacher professional development courses delivered that are fully aligned with the Teacher Competency Framework Number of schools in remote areas staffed by qualified teachers (under the Teacher Competency Framework) Percentage of trained teachers and head teachers surveyed who achieve Teacher Competency Framework standards	Percentage of Teacher Educators who deliver interactive teaching at TEIs Percentage of newly graduated teachers who deliver interactive teaching during the first two years following graduation Percentage of teacher trainees who demonstrate ability (in assessments at TEIs) to apply the new basic education curriculum and pedagogical skills	Percentage of in-service teachers who regularly participate in teaching and mentoring activities implemented by TAMs Percentage of in-service teachers receiving training and mentoring who deliver interactive teaching Percentage of teachers who report confidence in applying new interactive teaching styles and who feel supported in doing so Percentage of head teachers who respond positively to the teaching style of in-service teachers

9.4.2 • Intermediate results framework to achieve Strategy 1

Strategy 1: Strengthen teacher quality assurance and management			
Programme to achieve the strategy: Teacher Quality Assurance and Management Programme			
Programme Components	C1: Establishment of a Teacher Education Council	C2: Establishment of a teacher quality assurance system	C3: Design and implementation of an equitable teacher recruitment, promotion and deployment system
Intermediate Outcomes	Teacher Education Council (TEC) established as a leading body for teacher education and teacher quality assurance	Teacher Competency Framework is in place and widely applied Wide awareness of and support for the Teacher Competency Framework among teachers and head teachers	Teachers are equitably recruited, promoted and deployed nationwide following the teacher recruitment, deployment and promotion policy and system
Intermediate Targets (by end of 2018–19)	TEC is fully operational and funded	Teacher Competency Framework is approved and widely disseminated to all schools and educational institutions	Teacher recruitment, deployment and promotion policy and system developed, tested and implemented

9.4.3 • Intermediate results framework to achieve Strategy 2

Strategy 2: Improve the quality of pre-service teacher education				
Programme to achieve the strategy: Improve the Quality of Pre-service Teacher Education Programme				
Programme Components	C1: Short-term revisions to the teacher education curriculum and teacher training models	C2: Upgrading two-year programmes in education colleges to specialized degree programmes	C3: School partnerships and reform of block teaching and practicum	C4: Strengthen management and administration of TEIs
Intermediate Outcomes	Basic education teachers equipped with sufficient knowledge and skills to teach the new curriculum and apply new pedagogy and assessment system at basic education schools	Specialization degree programmes are designed and ready to launch Pre-service education colleges are prepared to pilot new reforms in teacher education	Teacher trainees apply their learning in the classroom	TEIs have more effective and efficient management and administration systems
Intermediate Targets (by end of 2018–19)	All ECs and UOEs/UDNR teach new basic education curriculum 500 students graduate from mobile training courses provided by ECs	Pre-service teacher education system comprehensively reviewed and plans in place for longer-term reform Introduction of specialization degree programmes in ECs	All ECs and UOEs/UDNR have established school partnership/block teaching and practicum programmes with schools in the surrounding area	EC/UOE/UDNR staff trained and systems revised and upgraded

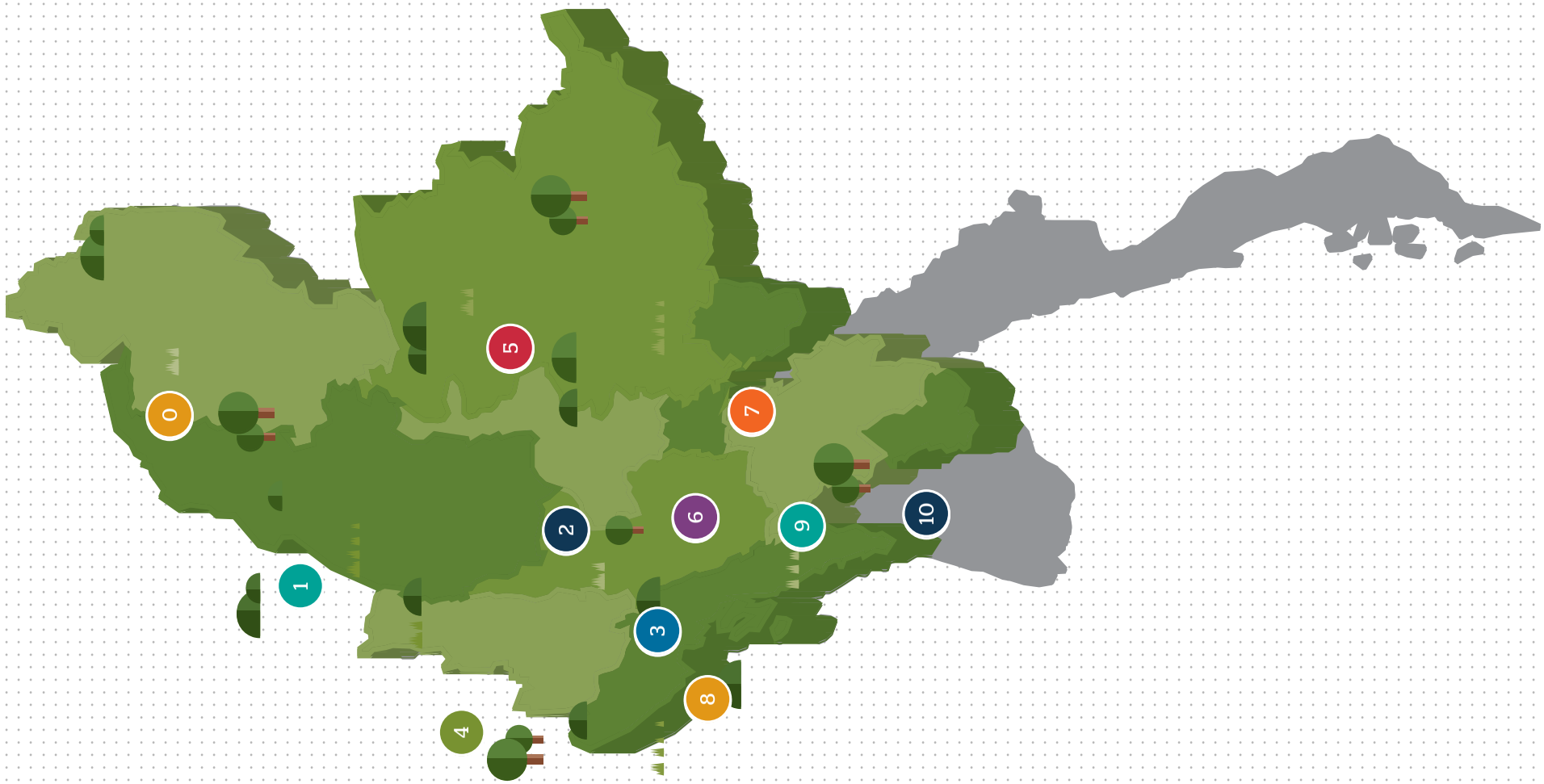
9.4.4 • Intermediate results framework to achieve Strategy 3

Strategy 3: Improve the quality of in-service teacher professional development			
Programme to achieve the strategy: Teacher Professional Development Programme			
Programme Components	C1: Establish the NCTPD	C2: Development and implementation of the Teacher Professional development programme	C3: Countrywide comprehensive short-term in-service training on the new basic education curriculum
Intermediate Outcomes	Myanmar has a leading technical body for teacher professional development	In-service teachers apply interactive pedagogy in their classrooms	All teachers across the country teach the new curriculum
Intermediate Targets (by end of 2018–19)	NCTPD fully operational and staff with qualified training specialists	Teacher professional development programme developed and implemented countrywide	All teachers trained in the new curriculum by grade as it is rolled out

10

Alternative Education

NON-FORMAL EDUCATION (NFE)



CHAPTER 10

Alternative Education

10.0 • Introduction

Alternative education (AE) is an integral part of high-performing education systems in countries around the world. This is based on a global consensus that "formal educational systems alone cannot respond to the challenges of a modern society," nor can they ensure every child's right to education and every adult's right to lifelong learning.

AE differs from the formal education system in its flexibility to accommodate the needs of different groups of learners with restricted access to formal schooling, as well as a focus on locally relevant, learner-centred teaching and community-level governance. However, a key similarity between formal and alternative education is equivalency in learning standards. This is essential to enable learners to transition easily between both systems.

The term 'AE' includes a range of alternative education learning opportunities, including: equivalency programmes, which provide condensed versions of what is learned in the formal education system; basic and functional literacy programmes, which target both illiterate youth and adults; alternative education learning programmes, which deliver a range of lifelong learning opportunities; and basic vocational skills training programmes, which develop career opportunities for youth.

AE provision is centrally managed through the Department of Alternative Education (DAE) under the MOE. The Myanmar Literacy Resource Centre (MLRC) provides technical expertise.

The MOE currently implements two core AE programmes: the Non-formal Primary Education Equivalency Programme (NFPE EP)and a Summer Basic Literacy and Functional Literacy Programme for youth and adults. In addition to these government programmes, there are also a number of AE programmes delivered by NGOs, international non-governmental organisations (INGOs) and Community-Based Organisations (CBOs). These include programmes in basic and functional literacy, vocational training, life skills and NFPE EP. However, there is limited data on the scope and impact of these programmes and their co-ordination with the MOE is weak. Other government ministries are also involved in AE programmes, predominantly in the provision of non-formal skills training.

Currently, the education system in Myanmar does not meet the needs of all learners. An estimated 2.7 million children (aged five to 16 years) have either never enrolled in school or have dropped out of the formal education system, and an estimated 3.5 million adults (over the age of 15) are illiterate. The current national literacy rate, based on the 2014 census, is 89.5 per cent.

Children and adults face many barriers to accessing quality alternative education in Myanmar. These include supply-side barriers such as poor quality teaching and learning, and limited access to AE learning and equivalency programmes (such as the summer Basic Literacy Programme), as well as demand-side barriers such as poverty, gender, disability, language and conflict. To overcome these barriers the MOE needs to put in place a range of quality, accessible, flexible and certified AE programmes that respond to the diverse needs of learners at different stages of their education and career pathways.

Many of the millions of Myanmar youth who have dropped out of school have the talent, ability and aspirations for a better future and would greatly benefit from being able to access well-designed AE pathways, which then lead to high school, TVET, higher education and employment. This tremendous pool of talent and potential, if properly supported and channelled, can help close the skills gap in Myanmar and greatly contribute to the country's productivity and competitiveness. These youth deserve a second chance; however, the pathway options for out-of-school youth must be robust and focused on delivering competencies and credentials that will open the door to higher wages and career opportunities.

Converting this raw talent into skilled workers with the credentials for the 21st century economy will require sustained investment from the MOE. However, the potential return on this government investment is likely to be many times greater in terms of increased tax revenue, higher economic growth and reduced social sector costs. There is a wealth of international and regional best practice lessons that Myanmar can learn from to develop innovative new education and training pathways for out-of-school youth.

10.1 • Legal and policy context

The new National Education Law (NEL) (2014) recognises the role of NFE in Myanmar's education legislation for the first time. The law defines NFE as "education outside the formal school system, based on a curriculum for upgrading learners' education and which organises and instructs learners through flexible methods". The NEL also recognises equivalency programmes as equivalent to formal education.

Chapter 5 of the NEL outlines three important policy commitments regarding NFE. The law specifies that the MOE needs to: (i) encourage implementation of out-of-school education programmes with ward and village based associations and non-governmental organisations; (ii) implement basic literacy programmes; (iii) provide equivalency programmes for out of school children so that they can access the formal education system or technical and vocational education; and, (iv) provide continuous learning opportunities, including self-learning education, to improve the every citizens' knowledge and skills.

AE is also included under the draft Basic Education Sub-sector Law. There are three key policy commitments outlined in this law:

- Strengthening AE governance through forming an AE Co-ordination Committee.
- Ensuring equivalency of standards between formal and non-formal education systems to enable learners to easily transition between both systems.
- Expand access to quality AE pathways for out of school youth.

10.2 • AE Transformational Shift

Based on analysis of the evidence presented in the AE sub-sector report, covering the: (a) National Education Law (NEL) (2014) and NEL Amendment (2015); (b) CESR AE Summary Phase 2 Report; (c) EWG AE Working Group Policy Paper; (d) strategic challenges facing the AE sub-sector; and (e) national and international research lessons, the MOE has identified the following Transformational Shift for AE:

Transformational shift that the MOE commits to achieving by 2021: Learners can access and graduate from quality-assured, certified and nationally credentialed alternative education programmes to achieve their lifelong learning and career aspirations

10.3 • Strategies to achieve this Transformational Shift

The strategies outlined in this section are informed by national and international research evidence that concludes that formal education systems are not flexible and responsive enough to meet the diverse needs of out-of-school youth. Research into mature AE systems in countries internationally shows that decentralised, partnership-based models, in which service delivery is outsourced to non-government organisations, are a cost-effective way to overcome the specific barriers out-of-school youth face to accessing quality non-formal education. However, this approach must be supported by effective and robust accreditation and quality assurance systems implemented by the MOE. International research also highlights the importance of recognising and validating AE learning outcomes in order to add both visibility and value for learners completing AE programmes and entering the labour market.

There is broad consensus between Myanmar and international AE experts that AE should be a lifelong process where individual learners can follow different pathways, progressively building on their knowledge and skills and translating their learning into employment opportunities. However, in Myanmar the limitations of current pathways impede career opportunities for many out-of-school learners.

Based on these points, and the findings presented in the NESP AE sub-sector report, the MOE will implement the following three strategies over the coming five years:

10.3.1 • Strategy 1: Strengthen co-ordination and management

The CESR AE Phase 2 Report and EWG AE Working Group Policy Paper recommend improving NFE co-ordination and service delivery in Myanmar through expanded partnerships with non-government service providers, community-based organisations and the private sector. The EWG Paper recommends forming a "network with local and external alternative education associations to carry out our tasks". The CESR Phase 2 Report endorses a decentralised service delivery structure and recommends establishing an AE committee to improve government-led co-ordination within the sub-sector.

There is broad consensus among MOE officials and senior national AE advisers about the importance of flexibility in AE provision and how this is more easily provided through a localised, decentralised operating model. International best practice case studies of AE system governance share a common theme: a dedicated AE co-ordinating authority affiliated with, or located within, a Ministry of Education. This authority acts as an accreditation body and maintains a quality assurance system.

Based on this discussion the MOE will implement a Co-ordination and Management Programme under this strategy, comprising the following components:

Component 1: National AE Co-ordination Committee, AE policy and Department of Alternative Education (DAE) capacity

i National AE Co-ordination Committee (AECC)

The MOE will establish a national AE co-ordination mechanism to support the effective and efficient co-ordination of government and non-government AE providers, community-based organisations and the private sector. The proposed AECC will be a committee of prominent AE specialists who can provide strategic professional advice to support the successful implementation of AE programmes.

ii AE policy

There is a clear and immediate need for the Department of Alternative Education (DAE)to develop a comprehensive AE policy in close consultation with AE stakeholders across the country. The AE policy must clearly and concisely address the key challenges discussed in the NESP AE sub-sector report.

iii Department of Alternative Education (DAE) capacity

The AE sub-sector report highlights the need to establish a separate department that is a fully staffed in order to successfully implement and sustain and expanded range of government-funded AE programmes.

Component 2: National AE baseline and database system design (phased)

i **National baseline and database of AE demand and supply**
All of the available evidence highlights the urgency of establishing a national AE database covering both demand for and supply of AE services. The MOE will be unable to ensure equity in the provision of AE services without a comprehensive picture of what already exists (supply side) and what learners want and need in AE programmes (demand side). The MOE must be able to identify districts and townships that may have a much higher demand for AE services due to a limited number of providers.

The first step in establishing the national AE database is to undertake a national baseline study of all government and non-government AE providers. DAE will need to develop a quantitative survey tool, which can be tested and rolled out systemically, to capture data on a range of key indicators relating to AE. The database must be fully linked to the updated national education management information system (EMIS)

10.3.2 • Strategy 2: Expand access through multiple AE pathways

Improved access to quality AE is essential for the MOE to achieve "education for all" and inclusive development. There is broad consensus within the MOE that much more needs to be done to expand access to quality AE learning pathways for out-of-school youth.

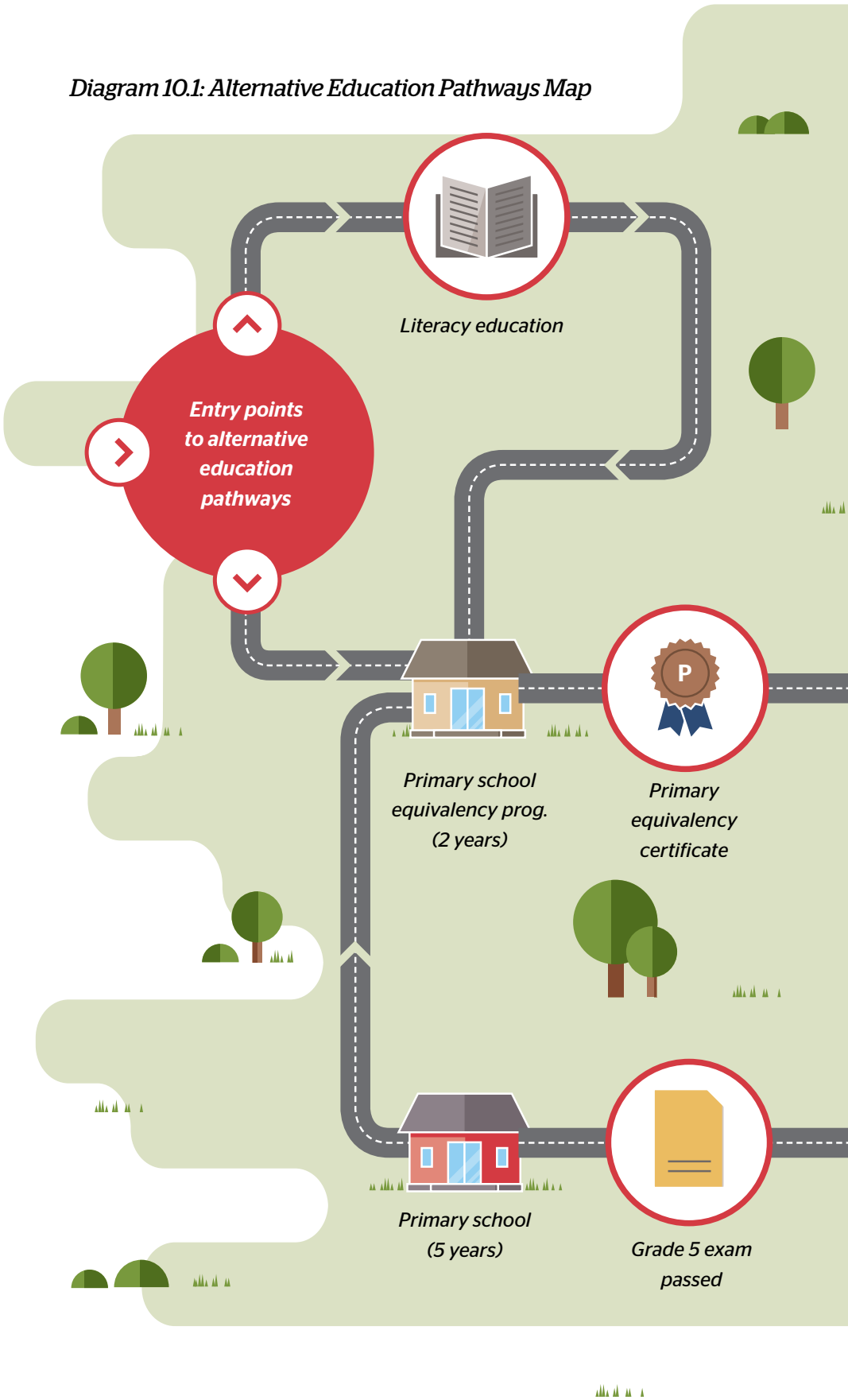
Access to AE is currently very limited, with government AE programmes reaching a limited number of townships and targeting specific types of learners. The MOE recognises that it needs to partner with non-government providers, including community-based organisations and the private sector, who have the expertise to expand access to equivalency and other alternative programmes across the country.

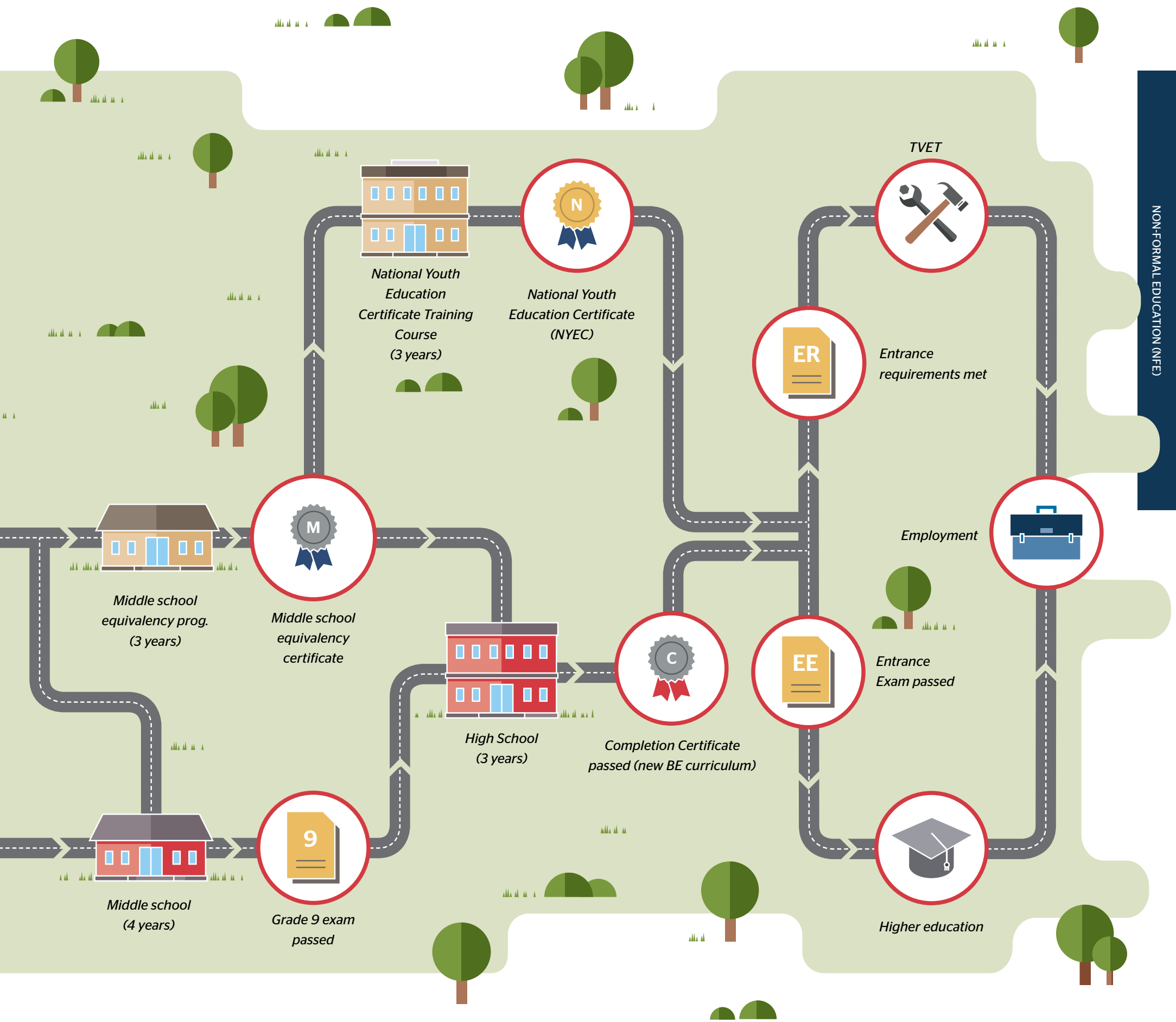
The Non-formal Primary Education Equivalency Programme (NFPE EP) is currently the main alternative learning pathway for out-of-school youth. However, a primary school education is not sufficient for the majority of youth to enter the workforce, and therefore a non-formal pathway for middle school education is needed to enable their career development. Less than one-quarter of NFPE EP learners transition to formal middle school, which highlights the need for alternative pathways. Without a post-primary AE pathway it becomes harder to translate an investment in learning under the NFPE EP into employment opportunities. Therefore, AE development should focus on expanding this programme and establishing an equivalency programme pathway for middle school education.

A crucial related issue for the NFPE EP, and the planned Middle School Education Programme (NFMS EP), is the need for MOE-recognised completion certificates. These certificates are a key enabling mechanism for AE learners to follow their chosen learning and career pathway. Without them, it is difficult for learners to progress in the national education system and secure job opportunities. Diagram 10.1 at right illustrates the relationships between AE pathways and the progression through the alternative and formal education systems using MOE-recognised completion certificates.

The MOE will implement a Multiple AE Pathways Programme to expand the pathway options for learners and enable them to progress either upwards and/or between the alternative and formal education systems with MOE-recognised completion certificates. This programme will comprise the following components:

Diagram 10.1: Alternative Education Pathways Map




NON-FORMAL EDUCATION (NFE)
National Youth Education Certificate Training Course (3 years)
National Youth Education Certificate (NYEC)
TVET
Entrance requirements met
Middle school equivalency prog. (3 years)
Middle school equivalency certificate
Employment
High School (3 years)
Completion Certificate passed (new BE curriculum)
Entrance Exam passed
Middle school (4 years)
Grade 9 exam passed
Higher education

Component 1: Expand the Non-formal Primary Education Equivalency Programme (NFPE EP), Basic Literacy and Functional Literacy Programmes and Other AE Programmes

The MOE needs to expand access to the NFPE EP through increasing the number of government, non-government service providers and private sector organisations formally accredited to deliver this programme by the MOE. The initial focus of the expansion will be in disadvantaged areas with the highest number of children dropping out of primary school and remote areas. Learners who graduate from the NFPE EP will be issued with an MOE-recognised completion certificate to continue the Middle School Education and other AE programmes.

Component 2: Pilot-test and expand the Non-formal Middle School Education Programme (NFMS EP)

The Non-formal Middle School Education Programme (NFMS EP) will be piloted as a government programme and then implemented nationwide through a combination of government, non-government and private sector organisations. All partners involved in the delivery of the NFMS EP will be accredited by the MOE. Learners who graduate from the NFMS EP will be issued with an MOE-recognised completion certificate so they can enrol in high school or other AE programmes.

Component 3: Develop and pilot-test the National Youth Education Certificate (NYEC)

The MOE will develop the NYEC as a pathway for out-of-school youth who would like to continue their alternative education into TVET, higher education and employment. The NYEC will bring together numerous short-term youth-focused training programmes developed in recent years under one national certificate. Training programmes will be incorporated into an integrated and practical national training course that will provide youth with the knowledge and skills they need to access TVET, higher education and employment. The NYEC will incorporate the best features of similar programmes offered by countries internationally with high-performing, inclusive education systems. Importantly, the NYEC will include a range of different learning approaches, such as classroom-based learning, apprenticeships and volunteer positions. As shown in Diagram 10.1 above, the NYEC will include NFMS EP and training programmes being developed nationally by the Department of Technical and Vocational Training under the MOE. As a result, the NYEC will be an important national programme to link AE with TVET.

10.3.3 • Strategy 3: Strengthen the quality of AE programmes

The CESR AE Phase 2 Report recommends improving the oversight and management of AE programmes through undertaking quality assurance assessments of government and non-government AE providers, as well as community-based organisations and the private sector. The international literature emphasises the importance of a standards-based approach to assessing AE quality. Mature AE systems in other countries have introduced minimum standards that all providers must meet. These standards provide the quality foundation upon which providers can incorporate locally relevant content. Student learning outcomes can be measured through annual quality assurance assessments. Access to high-quality, learner-centred AE could be significantly improved through establishing a standards-based quality assessment framework for all government and non-government AE service providers, community-based organisations and the private sector.

To address these issues the MOE will implement a Quality AE Programme under the NESP, comprising the following components:

Component 1: Development of a national AE Quality Standards Assessment Framework

Department of Alternative Education (DAE) will work with the Myanmar Literacy Resource Centre (MLRC) and other key stakeholders to develop an AE Quality Standards Assessment Framework (AE-QSAF) that will outline minimum quality standards across all aspects of AE teaching and learning, such as the learning environment, teaching practices, learning outcomes, maintenance of facilities, water and sanitation, learning resources, AE centre management and other areas. The ultimate focus of the AE-QSAF will be on student learning outcomes.

To ensure that senior MOE managers can access accurate and reliable data for decision making on the performance of AE service providers – government, non-government, community- based organisations, and the private sector – this component will include the design and launch of a national AE-QSAF software programme and database to automate analysis and reporting of AE quality standards.

Township-based school inspectors and data entry officers will be trained in using the AE-QSAF tool and linked software program. These teams will also liaise closely with other education systems to ensure that relevant data can be incorporated into an overarching database.

Component 2: Development of national certificates system

The NFPE EP provides a completion certificate to all learners who graduate from the programme. The government Summer Basic Literacy programme provides a completion certificate recognised by the formal education system. While the certificate does not guarantee learners employment, it does enable them to access other learning pathways in the AE system. Some of the larger non-government AE programmes offer a form of competency-based certificates, but these are not recognised by the MOE. This lack of recognition means that efforts of AE learners are not recognised for the purposes of employment or further study. This is especially problematic for learners who want to progress to TVET centres requiring educational prerequisites.

If learners can graduate from AE programmes with MOE-approved certificates, then pathways to the TVET system, the labour market and the formal education system would open up significantly. In addition, this would have a positive impact on enrolments in AE programmes. However, it will not be necessary to provide nationally recognised certificates for all AE programmes; certificates will be provided to these who complete the learning requirements for MOE-approved AE programmes. Under this programme component the DAE will establish a system to provide learners with nationally recognised certificates for the completion of these approved AE programmes.

Component 3: Development of teacher competencies and a teacher-training programme

There is broad consensus across the national and international research literature that teachers are key to sustaining improved learning outcomes in both alternative and formal education systems. Therefore, an important component of the Quality AE Programme will be the design and implementation of a national teacher-training programme for AE teachers. A critical first step in this will be drafting clear teacher competencies. These must be in place to inform the development of modules for the national AE teacher-training programme provided by the relevant AE expert trainers under AE focal institutions.

10.4 • Result frameworks

10.4.1 • High-level result framework

Transformational Shift: Learners can access and graduate from quality-assured, certified and nationally credentialed alternative education programmes to achieve their lifelong learning and career aspirations

Strategies	Strategy 1: Strengthen co-ordination and management	Strategy 2: Expand access through multiple AE pathways	Strategy 3: Strengthen the quality of AE programmes
End Outcomes	Non-governmental organisations (AE providers) partner with the MOE to deliver quality non-formal primary education equivalency and middle school education programmes and other AE programmes for out-of-school learners	Learners enrolled in non-formal primary education equivalency and middles school education programmes, as well as all other government-approved AE programmes, graduate and receive government-approved certificates, which recognise their achievements and enable continuous learning	AE providers use the findings from annual Quality Standards Assessments to improve the implementation of AE programmes and achieve minimum national quality standards
Outcome Indicators	Number of partnerships established to deliver NFPE EP and NFMSEP Number of partnerships established to deliver other AE programmes Percentage of youth that can access NFPE EP and NFMSEP Percentage of townships with NFPE EP and NFMSEP	Percentage of learners who graduate from NFE primary and middle school equivalency programmes and receive MOE-approved equivalency certificates Percentage of learners who graduate from other government-approved AE programmes and receive MOE-approved certificates	Percentage of AE centres registered and listed in the AE national database that are given independent AE Quality Standards Assessments Percentage of AE centres that do not meet the minimum quality standards that are sent letters by the MOE to improve their performance or risk being de-registered

10.4.2 • Intermediate results framework to achieve Strategy 1

Strategy 1: Strengthen co-ordination and management		
Programme: Co-ordination and Management Programme		
Programme Components	C1: National AE Co-ordination Committee (AECC), AE policy and DAE capacity	C2: National AE baseline and database system design
Intermediate Outcomes	Department of Alternative Education (DAE), supported by the AECC, is able to effectively: (i) co-ordinate the AE sub-sector; (ii)successfully manage AE national programmes under the NESP; and (iii) use data from the AE national database to implement innovative policy solutions and programmes	AE national database in use at all levels of the national education system
Intermediate Targets (by end of 2018–19)	10,000 copies of the AE Policy (short version) distributed to stakeholders across the country	2000 AE centres baseline data collected National ICT-based AE database in place and actively used by staff within (DAE) Reporting system in place to update AE data

10.4.3 • Intermediate results framework to achieve Strategy 2

Strategy 2: Expand access through multiple AE pathways			
Programme: Multiple AE Pathways Programme			
Programme Components	C1: Expand the NFPE EP, Basic Literacy (BLP)and Functional Literacy Programmes (FLP) and other AE programmes	C2: Pilot-test and expand the Middle School Education Programme (NFMSEP)	C3: Develop and pilot-test the National Youth Education Certificate (NYEC)
Intermediate Outcomes	Partner non-governmental organisations (NGOs) in 20 percent of townships are accredited and implement the NFPE EP, BLP, FLP and others AE programmes	Partner NGOs in 2 per cent of townships are accredited and implement the NFMSEP	NYEC AE programme is designed, piloted and officially launched

Intermediate Targets (by end of 2018–19)	Accredited NGOs, INGOs, CBOs and private sector organisations implementing the NFPE EP, BLP, FLP and others AE programmes in 20 percent of the townships nationally	Accredited NGOs, INGOs, CBOs and private sector organisations implementing the NFMSEP in 2 per cent of the townships nationally	Accredited NGOs, INGOs, CBOs and private sector organisations implementing the NYEC in 25 per cent of the townships nationally

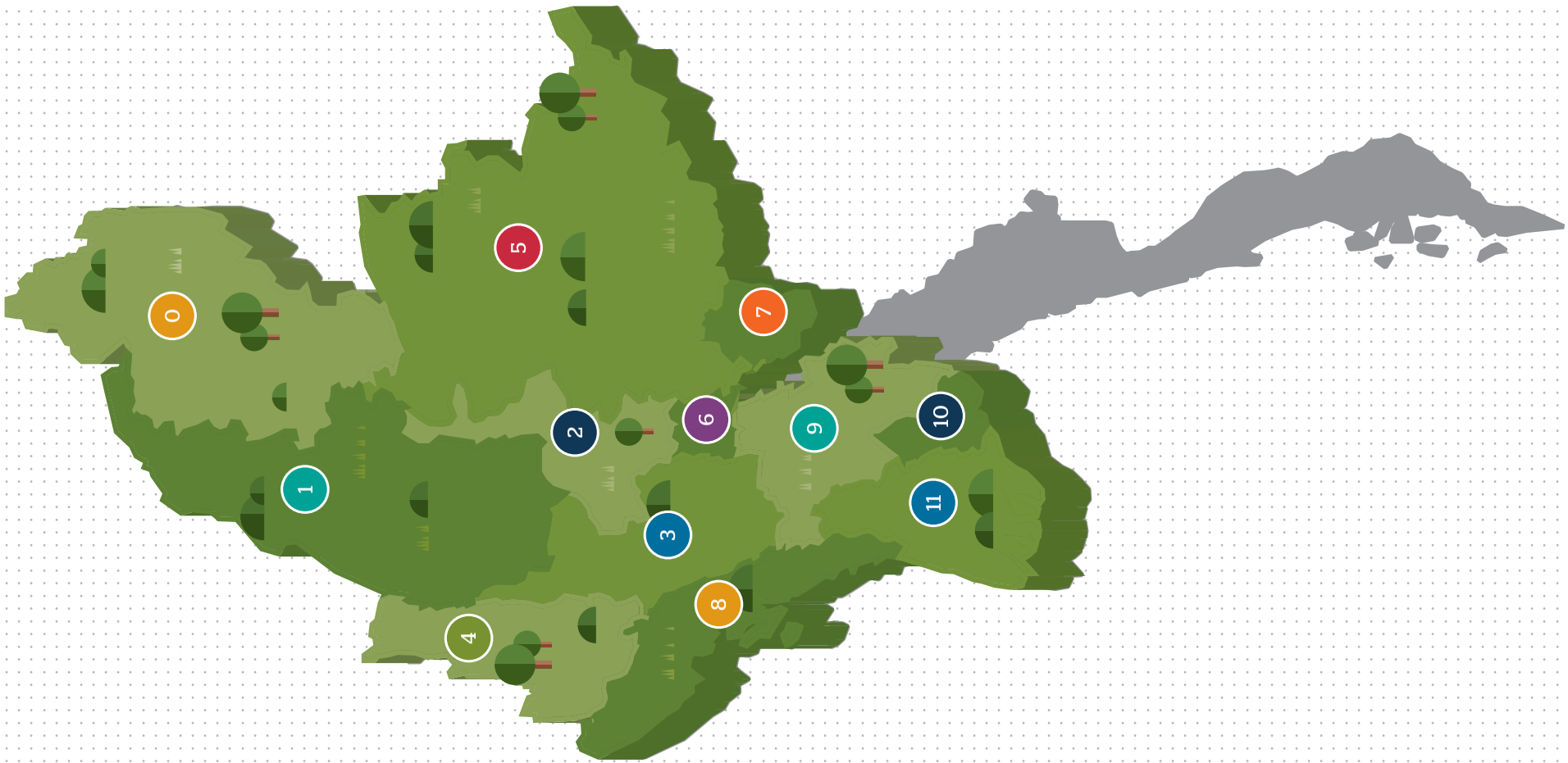
10.4.4 • Intermediate results framework to achieve Strategy 3

Strategy 3: Strengthen the quality of AE programmes			
Programme: Quality AE Programme			
Programme Components	C1: Development of a national (AE-QSAF)	C2: Development of national certificates system	C3: Development of teacher competencies and a teacher-training programme
Intermediate Outcomes	AE providers use data from their AE Quality Standards Assessment Report to improve access and quality to AE	Students who graduate from primary and middle school equivalency and other AE programmes receive national certificates from the MOE	AE teachers have the knowledge and skills to successfully implement AE equivalency programmes
Intermediate Targets (by end of 2018–19)	300 Quality Standards Assessments undertaken in AE centres	50 per cent of students enrolled in primary equivalency programmes graduate and are awarded national certificates	300 AE teachers trained teacher training programme

11

Technical and Vocational Education and Training (TVET)

TECHNICAL AND VOCATIONAL EDUCATION AND TRAINING (TVET)



CHAPTER 11

Technical and Vocational Education and Training (TVET)

11.0 • Introduction

The main objective of TVET is to equip learners with the knowledge, skills and competencies that will enable them to find employment and achieve their career aspirations. Therefore, TVET needs to respond to labour market needs and strongly align with a country's socio-economic development plans.

High-quality TVET that equips Myanmar's economy with a skilled and competitive workforce will contribute to the economy's sustainable growth. Agriculture is Myanmar's main economic sector, contributing to 36 per cent of gross domestic product (GDP) and 52 per cent of the workforce. According to a report by McKinsey, 90 per cent of expected employment growth in Myanmar will be achieved in the manufacturing, infrastructure and tourism sectors. Therefore, in the coming years a large number of skilled employees will be needed for the agricultural, energy, manufacturing, infrastructure and tourism sectors.

International assessments of Myanmar's economy have indicated that the amount of foreign investment is expected to increase significantly over the next few years. In response to this finding, the government has been actively promoting greater public and private investment in 18 existing industrial zones, where a large number of small- and medium-sized enterprises are located. These privately operated industries already contribute more than 20 per cent of the country's GDP. The government has also set up three special economic zones (SEZs) to promote foreign investment and job creation.

A 2014 survey of 3,000 Myanmar businesses found that lack of skilled labour was one of the major constraints for growth of businesses. Moreover, many small- and medium-scale enterprises were found to have limited human resource capacity. In April 2014, a TVET Task Force was formed to strengthen the co-ordination and co-operation among relevant ministries and between the public and private sectors.

The Employment Opportunities Sector Working Group (EOSWG) was established in January 2013 under the Nay Pyi Taw Accord in order to ensure that strategies to create employment opportunities are implemented by the government with effective support from development partners. However, currently there is a need for a single co-ordinating body to regulate and manage the entire scope of TVET. In addition, given increasing integration of Myanmar's economy with regional and global markets, a Myanmar national qualifications framework needs to be aligned with the ASEAN Qualifications Reference Framework.

Myanmar's TVET system needs to develop a highly qualified workforce for the domestic economy in emerging industrial and service sectors, and ensure that skilled workers are able to achieve international and ASEAN TVET skills standards. The system also needs to provide appropriate and demand-specific training for citizens seeking employment and self-employment within the less developed sectors of Myanmar's economy.

11.1 • Legal and policy context

There are three major laws relevant for TVET: the National Education Law (NEL) (2014); the Technical, Agricultural and Vocational Education Law (1974); and the Employment and Skills Development Law (ESDL) (2013).

Under the leadership of the TVET Task Force, a new TVET law (draft) that covers all skill areas of TVET, was developed in order to update the Technical, Agricultural and Vocational Education Law (1974).

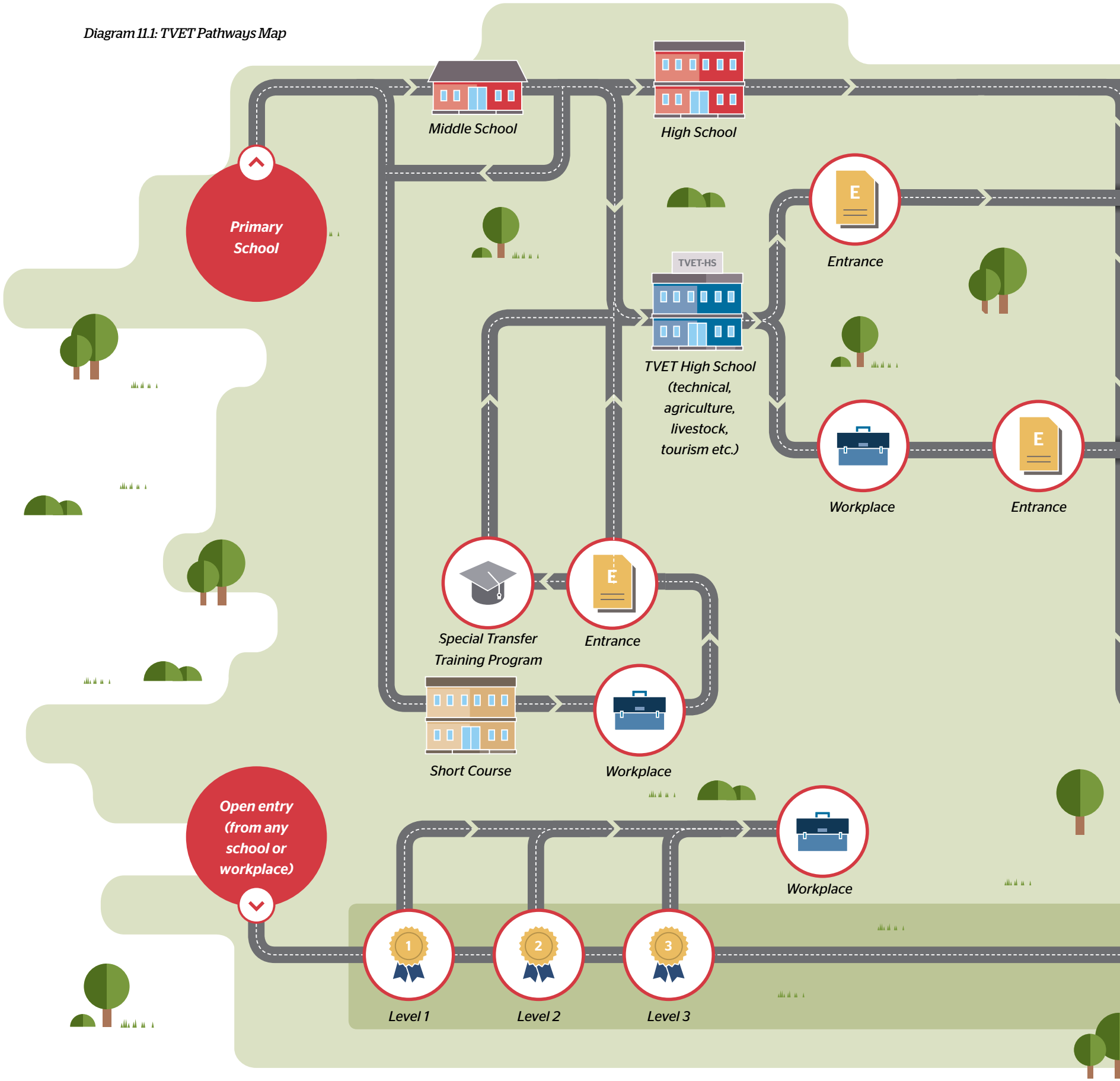
The NEL and its sub-sector laws, such as the TVET law and private education law, will all help improve the quality of TVET. These laws need to be implemented in conjunction with the Employment and Skills Development Law, which regulates skills standards development for those already in employment and those seeking employment.

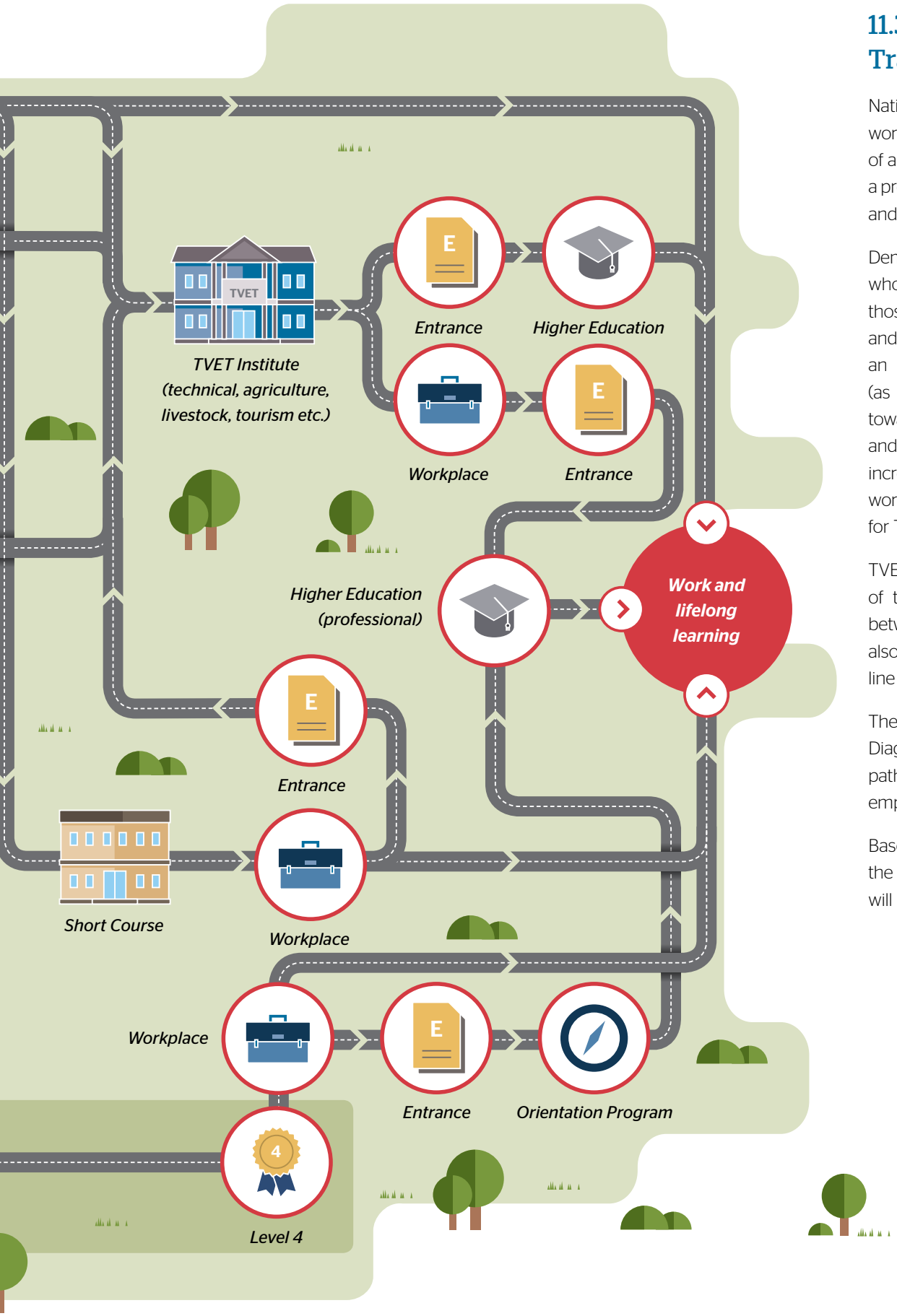
11.2 • TVET Transformational Shift

Based on analysis of the evidence presented in the TVET sub-sector report of CESR, Education Working Group polices and the requirements of the relevant laws, the following Transformational Shift for TVET was identified:

Transformational shift that the MOE commits to achieving by 2021: More learners can access TVET and graduate from quality-assured and labour market-responsive TVET programmes under a more effective TVET management system.

Diagram 11.1: TVET Pathways Map





11.3 • Strategies to achieve this Transformational Shift

National and international research shows that a qualified workforce is an important competitive factor for the economy of a country. High-quality, accessible and integrated TVET is a prerequisite for increasing employment, poverty reduction and sustainable economic growth.

Demand-driven TVET that is accessible to school leavers who do not complete basic education, early school leavers, those with an interest in TVET, people living in rural areas and those with special needs, has the potential to play an important role in addressing youth unemployment (as well as in boosting Myanmar's economy as it moves towards modern industrialisation). The growing complexity and technology of industrial production and services will increase the demand for middle- and high-level qualified workers. As a consequence, the qualification requirements for TVET will also change rapidly and substantively.

TVET is more effective when it is responsive to the needs of the business sector, and when there is co-operation between business entrepreneurs and TVET providers. TVET also requires strong co-ordination and co-operation among line ministries.

The MOE has developed a TVET Pathways Map (see Diagram 11.1 at left) to show the multiple and interconnected pathways for students to access TVET, and to progress to employment opportunities.

Based on the above points, and the findings presented in the NESP TVET sub-sector report, the following strategies will be implemented over the coming five years.

11.3.1 • Strategy 1: Expanding access to TVET for various target groups including ethnic and disadvantaged populations and people with disabilities

CESR Phase 2 TVET reports recommend increasing access to TVET for various target groups including ethnic and disadvantaged populations, those living in remote and rural areas and people with disabilities. The TVET CESR team estimated in 2013 that there are approximately one million school drop outs from each batch of students (i.e. from Grade 1 through to Grade 11) who need access to relevant vocational education and training. In addition, TVET opportunities should be craeated for those who are interested in TVET.

Limited access to TVET and inadequate skills development creates barriers for Myanmar's socio-economic development. According to the Myanmar census (2014) data, only 60,270 people (0.13 percent of the population above five years of age) had completed some form of vocational training. This finding highlights the urgency of expanding access to TVET, especially for disadvantaged people and those living in remote areas.

The increasing demand for skilled human resources requires a rapid expansion of Myanmar's TVET capacities, across a range of skill areas. In order to significantly increase access, the TVET Ministries and private sector will implement an Integrated TVET Programme (i-TVET).

The first objective of this programme is to increase access to formal long-term TVET, as well as competency-based modular short-term training courses and mobile training programmes in remote and rural areas. A second objective is to combine both long- and short-term training at the same location through establishment of Polytechnic TVET institutions. These Polytechnics will integrate existing training programmes of various line ministries to achieve synergies and overcome existing fragmentation in the sub-sector.

The i-TVET Programme will comprise the following five components.

Component 1: Establish an integrated TVET system that strengthens all TVET pathways

An integrated system of pathways for TVET shall be established, including creating more bridging pathways that can connect one course to another. There should also be pathways from TVET to higher education, and relevant bridging courses to support this. The overall focus of this component will to ensure that students can access the different pathways outlined in the TVET Pathways Map (Diagram 11.1).

Component 2: Increase the capacity and upgrade existing long term TVET programmes

The training capacity of both public and private TVET providers will be upgraded and modern teaching aids provided to improve TVET in Myanmar. This includes both quality and capacity development measures to open up TVET institutions to various target groups, and implementing demand-oriented training. The TVET line ministries and the private sector will establish Polytechnic TVET institutions in all states and regions. Here, TVET training courses will be closely related to local labour market needs and implemented in co-operation with local enterprises.

Component 3: Undertake competency-based modular short courses

One of the main CESR research and Education Working Group recommendations to increase access to TVET is the introduction of competency-based short courses. Competency-based training and mobile school training will increase access to TVET in areas where long-term programmes cannot be delivered. These courses will help to address basic skills gaps in order to support modernisation in both rural and urban economies. Polytechnic TVET schools will also provide short-term courses that fulfil local needs.

Competency-based short courses will principally target early school leavers as well as unskilled or low-skilled workers. The modular short courses will be based on skill standards developed and accredited by relevant bodies. When a student has passed one accredited module, then they can choose either to continue and 'build' further competencies, or enter the local labour market.

Component 4: Establish TVET Centres of Excellence (COEs)

Two TVET COEs will be established in Yangon and Mandalay regions to demonstrate best practices for TVET institutes in Myanmar and to undertake research and innovation in TVET provision. The COEs will provide high-quality training in all trades and be equipped with the latest technology and equipment to support quality training and learning. TVET ministries will provide qualified teaching staff for the specific trades taught at COEs, and these staff will be given further training in co-operation with industries. In addition, the COEs will research, develop and test new approaches to trades training.

Component 5: Expand stipends and scholarships for disadvantaged students

Students from government technical high schools and technical institutes already receive stipends to attend TVET institutions. These opportunities will be expanded to include students accessing other TVET providers. In order to increase the number of students from disadvantaged backgrounds enrolling at formal TVET programmes or modular short-term training courses, this programme will provide stipends or scholarships based on criteria developed through consultations involving TVET Ministries, the private sector and relevant civil society representatives.

One unique agency will be established to disburse all TVET stipends and scholarships. In order to increase enrolment at government technical high schools the age and education requirements for entry will be modified as required.

11.3.2 • Strategy 2: Strengthening the quality and relevance of TVET

Enhancing the quality of TVET provision is critical in order to sustainably expand TVET access (Strategy 1) in Myanmar. Quality TVET will lead to good jobs upon completion, creating greater demand for TVET from both individuals and employers. The CESR TVET reports and Education Working Group recommendations identified quality challenges related to managerial and teaching capacity, course relevance and quality assurance.

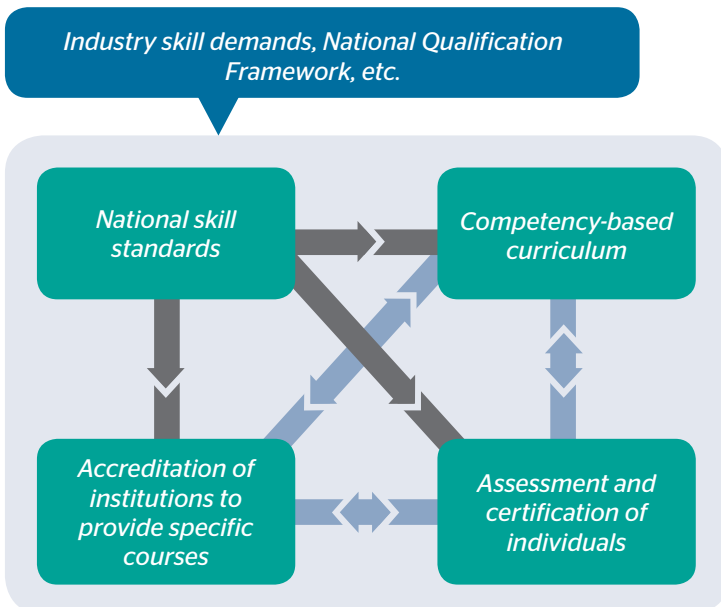
Quality TVET requires quality managerial and teaching staff. International examples show that dedicated teaching staff who combine up-to-date industry knowledge with strong teaching skills can – even in institutions that are not equipped with the most up-to-date facilities – achieve remarkable results in ensuring that students gain relevant knowledge and skills upon graduation. The right balance of classroom-based and practical learning is also necessary, with work-based learning systematically integrated into programmes for effective TVET.

A competency-based curriculum outlines the roadmap for delivery of a TVET programme that produces trainees who can master the competencies identified in a given skill standard.

Skill standards provide the basis for developing instruments to test and certify individuals' mastery of specific skills at a given level, including those who have just completed a training programme and those seeking recognition of prior learning (RPL). Skill standards will link to levels in the forthcoming National Qualifications Framework and align with international standards and the Myanmar context, as well as being anchored in industry skill demands. Schools will take skill standards developed by a relevant body into account in order for courses to be accredited.

Accreditation of those providing TVET courses will be based on evidence that the school/institution has the capacity to produce trainees according to the skill standards defined by the relevant body.

Diagram 11.2: Framework outline for the TVET quality assurance system



These points are shown in the framework outline for a TVET quality assurance system listed above.

In order to strengthen the quality and relevance of TVET, the following five components will be implemented: (1) Building the capacity of managers in TVET institutions; (2) Training both pre-service and in-service teachers in practical skills and pedagogy; (3) Dual training that combines work experience in industries and vocational education classes; (4) Updating curricula where necessary; and (5) Establishing a quality assurance system.

Component 1: Undertake capacity development training for TVET managers/management staff

Comprehensive TVET reform requires the professional development of TVET managerial staff at various levels of the system in the formulation of TVET policies and regulations, as well as TVET co-ordination and governance. The job requirements for different TVET managers may include policy dialogue, networking, negotiation, strategic and financial planning, and operational and financial management.

Capacity-building training will be delivered to principals, department heads and managers. Firstly, master trainers will be trained and then cascade training courses implemented. These training courses will produce more effective managers able to improve the quality of TVET provided by their schools.

Component 2: Provide pedagogical and specific skills training for pre-service and in-service TVET teachers

The introduction of a demand-oriented, competency-based TVET system requires teaching staff with contemporary knowledge and skills. Therefore, both pre-service and in-service teachers will be trained in practical skills development and effective pedagogy and teaching strategies.

The TPTC (Baelin) will be upgraded to a national Centre of Excellence for TVET teacher training. This centre will develop master trainers and subject specialists who can deliver practical training courses. Training courses will be implemented at three locations in upper Myanmar and another three in lower Myanmar.

Component 3: Establish dual training systems at training institutions and industry workplaces

Dual training, which combines work experience and vocational education classes, prepares graduates for the world of work. The introduction of dual training will considerably increase capacities and the relevance of TVET.

Dual training will be developed through a consultative process involving all relevant stakeholders, including line ministries, TVET institutions and enterprises/employers. Once a Myanmar-specific dual training model has been developed it will be piloted at selected Polytechnic TVET institutes. It will then be rolled out and applied to other TVET institutions offering long-term TVET programmes and modular short-term courses.

Component 4: Develop/upgrade TVET curricula

CESR and Edecation Working Group reports recommend that the current TVET curricula needs to be updated to meet local needs and provide a balance between practical work and theory. Therefore, a curriculum committee is needed to develop a competency-based curriculum that meets skills standards.

Component 5: Establish a quality assurance system

A TVET quality assurance system will be developed that comprises a TVET National Qualifications Framework, national skills standards, a competency-based curriculum and accreditation of individuals and institutions. A diverse range of relevant stakeholders from across government line ministries, industry and the non-profit sector will develop and implement this. The National Education Standards and Quality Assurance Evaluation Committee (NESQAEC), TVET Council and the National Skills Development Authority (NSDA) will all also play a major role in the development and implementation of the quality assurance system.

11.3.3 • Strategy 3: Strengthen TVET management

The CESR Phase 2 TVET Report identified fragmentation of TVET provision and responsibilities as one of the major constraints of the TVET system. The OECD, in its review of TVET systems worldwide, identifies strong co-ordination mechanisms as fundamental to effective TVET.

The development of appropriate directives for the Employment and Skills Development Law, as well as the future TVET law, will support a more integrated, demand-led and responsive system, as will the development of a policy framework for TVET and skills development. Improved co-ordination is also essential to ensure funding and effective management of TVET in Myanmar.

At the same time, access to TVET will be increased through making accurate information available to the public on TVET-related laws, co-ordination initiatives and pathways. This will also help learners to make better decisions about which learning programme to enrol on, and guide providers about which type of programme to develop.

Six components for better management of the TVET system have been developed: (1) Establishment of a new integrated TVET system; (2) Establishment of duties and functions of a TVET Council and local TVET advisory boards; (3) Establishment of a TVET financial management system; (4) Establishment of an information management system; (5) TVET research; and (6) Establishment of public–private partnerships (PPPs).

Component 1: Establish a strengthened TVET governance system

This will establish a systematic, integrated, multi-dimensional TVET system, as per CESR recommendations. This is critical to address the current fragmentation of TVET provision across ministries, to enhance sector management and efficiency, to increase access to TVET and to improve quality and relevance relating to shifting labour market demands. This component will consist of the following three core activities:

1. Development of an updated legislative framework for TVET, through a series of consultation workshops and policy forums, to enable the formulation of capacity development programmes, by-laws, regulations and directives.

2 Development of an updated institutional structure to support the establishment of an effective TVET Council and local advisory boards, and development of mechanisms for engaging industry at various levels.

3 Development of a consolidated framework and policies for TVET sub-sector financing.

Component 2: Establish duties and functions of a TVET Council and local TVET advisory boards

The TVET Ministries and the private sector will form a TVET Council with senior officials from relevant ministries, employers, non-government representatives and external experts. The council will negotiate with relevant ministries and private sector providers, and effectively co-ordinate the sector. The council will also assign tasks to local advisory boards and institutions implementing TVET, and conduct research and collect data. The TVET Council will link with NESQAEC and NSSA for quality improvement, and with the private education supervision committee for private TVET schools.

Local advisory boards will be formed with senior officials from regional administrative bodies, employers, officers from schools and experts. They will identify local needs in terms of vocational subjects and numbers of trainees, support partnerships between schools and workplaces (dual training), and suggest areas for further improvement. They will also help to set up career counselling offices at each school.

Component 3: Establish a TVET financial management and monitoring system

A financial management and monitoring system should be established to co-ordinate and apply the budget effectively, in a way that is made public. This system will include policies that support budget development and reporting procedures.

Component 4: Establish an information management system

A TVET information management system (IMS) will be developed to collect data to better understand Myanmar's changing TVET system, assess the performance of the labour market, and support a move towards a market-driven TVET system. Staff will be trained on using the IMS and provided with resources for the wide dissemination of findings. The next step is to increase TVET awareness among the public, via broadcast TV slots, publications and a website.

Component 5: Conduct TVET research

A research centre will be established to conduct studies on skill types, localised employment needs, teacher requirements, teaching aids and pedagogies, and updated vocational subjects. This centre will also project the required supply from TVET providers using labour market surveys.

Component 6: Establish public–private partnerships (PPPs)

TVET Ministries and the private sector will establish PPPs to expand access to quality TVET services, and strengthen partnerships between the public and private sector. Partnerships will be explored to establish testing centres for the assessment of graduates, with priority given to producing assessors. Then, testing centres will be established in schools and training centres through PPPs.

11.4 • Results frameworks

11.4.1 • High-level results framework

Transformational Shift: More learners can access TVET and graduate from quality-assured and labour market-responsive TVET programmes under a more effective TVET management system

Strategies	Strategy 1: Expanding access to TVET for various target groups including ethnic and disadvantaged populations and people with disabilities	Strategy 2: Strengthening the quality and relevance of TVET	Strategy 3: Strengthening TVET management
End Outcomes	Increased access to TVET opportunities for most TVET learners More TVET opportunities for students in rural areas on a par with urban areas More opportunities for students for bridging between levels of TVET More stipend and scholarship programmes for TVET students More pathways for students from TVET to higher education	TVET managers and management staff improve the management of TVET institutions Trained pre-service and in-service teachers develop new competencies to teach in alignment with competency standards Graduates achieve skill sets and levels required by industries TVET curricula in place that meets local needs Quality-assured TVET institutions and graduates achieve national skills standards	Better cooperation among ministries, and between government and private sector under the coordination of a TVET Council Effective financial management by ministries due to an established financial management system that facilitates budget flow Improvement in data management system collection, analysis, reporting and evidence-based decision-making by TVET managers Senior government officials and industry representatives use research data to strengthen policies and programmes PPP programmes improve access and quality of TVET
Outcome Indicators	Number of TVET graduates Student ratios between urban and rural areas Number of students attending bridging courses Number of students who receive stipends and scholarships Number of students who have moved on from TVET to higher education	Percentage of training delivered in accordance with concept papers Number of teachers who can teach in alignment with competency standards Number of qualified students Number of students who can meet workplace requirements	Number of departments that work together for co-ordination Financial management mechanism Information management mechanism

11.4.2 • Intermediate results framework to achieve Strategy 1

Strategy 1: Expanding access to TVET for various target groups including ethnic and disadvantaged populations and people with disabilities					
Programme to achieve the strategy: Integrated TVET Programme					
Programme Components	C1: Establish an integrated TVET system that strengthens all TVET pathways	C2: Increase the capacity and upgrade existing long-term TVET programmes	C3: Undertake competency-based modular short courses	C4: Establish TVET Centres of Excellence (COEs)	C5: Expand stipends and scholarships for disadvantaged students
Intermediate Outcomes	More bridging courses developed for TVET More pathways identified for qualified students from TVET to higher education	Modern training equipment, teaching and learning materials and dormitories provided More access to TVET in urban areas Polytechnic institutes established	TVET delivered in accordance with local needs and the short- and long-term plans Access to vocational training for school drop outs from remote and rural areas 11 Polytechnic institutes to be established	One COE for TVET is fully established, staffed and equipped Trades training course quality improvement achieved	TVET stipend and scholarship programmes for disadvantaged students are established
Intermediate Targets (by end of 2018–19)	Developed new learning access opportunities and modified/ improved existing pathways	Dormitories and training equipment/ teaching and learning material for long-term courses are provided 228,615 students enter long-term courses	More short-term courses are provided in accordance with local needs 11 Polytechnic schools are opened which collectively provide different kinds of TVET subjects	One TVET COE fully established, staffed and equipped	228,615 TVET students receive stipends

11.4.3 • Intermediate results framework to achieve Strategy 2

Strategy 2: Strengthening the quality and relevance of TVET					
Programme to achieve the strategy: TVET Quality and Relevance Programme					
Programme Components	C1: Undertake capacity development training for TVET managers/ management staff	C2: Provide pedagogical and specific skills training for pre-service and in-service TVET teachers	C3: Establish dual training systems at training institutions and industry workplaces	C4: Develop/ upgrade TVET curricula	C5: Establish a quality assurance system
Intermediate Outcomes	Capacity of TVET managers/ management staff at training institutes developed	Deliver teacher trainings for pre-service and in-service teachers in accordance with training concept papers Upgrade existing practical skills training and linkage with industry to establish TVET teacher training institutes	Dual training developed and piloted at training institutes and workplaces Skilled workers trained	Curricula developed in compliance with competency standards Subject-specific TVET curriculum teams formed	Competency standards, certification and accreditation system established under the supervision of a TVET Council
Intermediate Targets (by end of 2018–19)	Train 200 management staff at training institutes on management courses in order to become qualified managers	Provide pedagogical training courses for TVET (pre-service and in-service) teachers Provide specific skills training for 120 teachers	Enable 50 per cent of teaching theory in schools and 50 per cent practice in the workplace	Curricula of 25 trades/subjects comply with competency standards Subject-specific curriculum teams are formed	Competency standards are developed and practised for 25 trades/subjects

11.4.4 Intermediate results framework to achieve Strategy 3

Strategy 3: Strengthen TVET management			
Programme to achieve the strategy: TVET Management Programme			
Programme Components	C1: Establish a strengthened TVET governance system	C2: Establish duties and functions of a TVET Council and local TVET advisory boards	C3: Establish a TVET financial management and monitoring system
Intermediate Outcomes	Comprehensive and effective legislative framework established New TVET sub-sector institutional structure put in place, with clear articulation of roles across key sub-sector actors Developed financial directives for a TVET fund supported by non-government sector and financial policies for whole TVET sector	Co-ordination and collaboration among ministries and between government and private sector Linkages with local and international labour markets strengthened Established polytechnics Established schools and training providers in accordance with local needs	Analysis of financial policies for budget allocations Enhanced opportunities for financing More stipends granted
Intermediate Targets (by end of 2018–19)	Establish legislative framework Establish multi-dimensional and cohesive TVET system Develop financial directives for the fund received from non-govt. sector and financial	Strengthen co-ordination and collaboration between ministries, and between government and private sector Establish 11 polytechnics Provide other training courses based on local needs	TVET providers establish their own funds with donated finances in addition to government budget

Strategy 3: Strengthen TVET management			
Programme to achieve the strategy: TVET Management Programme			
Programme Components	C4: Establish an information management system	C5: Conduct TVET research	C6: Establish public-private partnerships (PPPs)
Intermediate Outcomes	Public awareness of various kinds of TVET programmes through media Easy access to consolidated data and information on all TVET providers	Access to data and information on required skills, teaching materials, numbers of teaching staff, experts, etc. Bridging subjects developed	Training institutes linked with industry Establishing testing centres to assess the skills of those who have completed training courses
Intermediate Targets (by end of 2018–19)	Ensure media campaign on TVET attracts public interest Provide easy access to data and information on TVET programmes	Identify strengths and weaknesses of the TVET system through research	Arrange industry experience for those who complete training Establish 153 testing centres

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Higher Education

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CHAPTER 12

Higher Education

12.0 • Introduction

Higher education is fundamental to a country's social and economic development. It is responsible for nurturing skilled human capital needed in government, business and industry. Higher education institutions (HEIs) also incubate the innovative and creative thinking needed for an economically competitive society. International research has proven that the quality of knowledge generated within HEIs, and its availability to the wider economy, is becoming increasingly critical to national competitiveness.

The importance of higher education for socio-economic development in Myanmar is reflected in the mission statement for the higher education sector: "to produce graduate human resources who possess the required qualifications for the construction of a new modern, developed, disciplined, democratic nation". This sector comprises 171 HEIs (colleges, degree colleges and universities), which are overseen by eight ministries (Defense, Border Affairs, Religious Affairs and Culture, Agriculture, Livestock and Irrigation, Transport and Communications, Natural Resources and Environmental Conservation, Education, Health and Sport).

In 2011 the MOE developed a 20-year plan to raise the standard of higher education in Myanmar to ASEAN and international standards, and to prepare universities to be able to act as business hubs that can generate new ideas that lead to scientific, technical, organisational, environmental and health innovations. In recent years, Myanmar has made steady progress in reforming teaching methodologies, student assessment systems, internal quality assurance systems and planning processes at HEIs. There has also been a general easing of restrictions on establishing memoranda of understanding (MOUs) between national and international HEIs.

However, Myanmar's HEIs need more investment, autonomy and coordination according to the World Bank's 2012 Knowledge Economy Index, which places Myanmar at the 145th position. The quality of HEIs in both research and teaching capacity is also weak; fewer than 50 per cent of academic staff at HEIs are involved in research that results in the publication of papers or reports. Access to HEIs, particularly for students from under-privileged backgrounds, is limited. More than half of the students in higher education are enrolled in distance education courses, which are particularly under-resourced. The higher education sector also faces challenges in relation to governance and management.

In order to sustain economic growth and compete in the global economy, the MOE and line ministries will reform Myanmar's HEIs to enable greater knowledge production and to develop highly skilled research centres to support social and economic development. The focus of these reforms will be on three critical areas: (i) governance and management; (ii) quality and relevance; and (iii) access and equity.

12.1 • Legal and policy context

Under the National Education Law (NEL) Amendment (2015) higher education is defined as," education provided by a school recognized by the National Education Policy Commission to people who have successfully completed the highest level of basic education or its equivalent"(Chapter 1, Section 2, sub-section (s), 2015). In addition, "University Council means a council formed by the university charter concerned, consisted of rectors, pro-rectors of respective universities; those who are of the same positions with them, heads of faculties, heads of departments, professors of respective subjects, responsible personnel from administration and finance departments, representatives elected by faculty members, representatives selected by students reputable persons and experts". (Chapter 1, Section2, sub-section (ff), 2015).

12.2 • Higher education Transformational Shift

Based on analysis of the evidence presented in: (a) the higher education chapter and sub-sector report; (b) National Education Law (2014) and

National Education Law Amendment (2015); (c) CESR Phase 2 Higher Education Report; (d) Education Working Group Report; (e) strategic challenges facing the higher education sub-sector; and (f) lessons from national and international research, the MOE has identified the following transformational shift for higher education:

Transformational Shift that the MOE commits to achieving by 2021: Students have equitable access to a world-class higher education system leading to better opportunities for employment and significant contributions to a knowledge-based economy

The following section outlines the strategies and programmes that will be implemented to achieve this Transformational Shift.

12.3 • Strategies to achieve this Transformational Shift

Based on the findings of the NESP Higher Education sub-sector report, the MOE and line ministries, will implement the following three strategies over the coming five years.

12.3.1 • Strategy 1: Strengthen higher education governance and management capacity

The overall focus of this strategy will be on strengthening governance and management of the higher education sector. This will be achieved through the establishment and long-term investment in two new higher education institutions - the National Institute for Higher Education Development (NIHED) and the Higher Education Quality Assurance Agency (HEQAA). These two organisations will drive improvements in governance, management and the provision of quality education, which in turn will realise dramatic improvements in access to quality higher education.

To strengthen management at HEIs the MOE will need to develop a policy concerning the transfer of teaching faculty. Currently, teaching faculty are often assigned to a HEI for a few years and then transferred to another HEI or to a position within the government. This practice undermines the ability of faculty to get involved in long-term research and innovation projects. To address this, a performance-based policy is needed that will enable well-qualified and committed researchers to be prioritised for long-term positions in HEIs.

The first priority for long-term positions at HEIs should be given to faculty returning to Myanmar after obtaining a PhD degree from overseas universities, or from undertaking and publishing research through a post-doctorate or overseas faculty post. In addition, the policy should ensure that there are sufficient long-term positions at each HEI to cover specialisations within different prioritised disciplines. Long-term research positions for an extension should be based on performance. There should be plans in place to provide enough equipment and facilities to support the research projects undertaken by long-term research faculty as a second priority. In cases where faculty are not performing well, they would be placed on a transfer list alongside other faculty. This practice will strengthen the national reputation of HEIs through promoting research in specialised areas.

A related human resource management issue concerns faculty selected to study overseas with government and international agency funding. It is vital that these faculty are required to return to Myanmar after their study period overseas. Myanmar needs the expertise of these graduates to strengthen HEIs and establish world-class national research universities. Therefore, a policy is needed that requires scholars to fulfil a contractual period of placement in their host HEI upon completion of their studies (for example, three years of full-time teaching and research in their host HEI before being eligible to apply for faculty or research posts overseas). Scholars returning from a foreign country should be supported to continue their research with laboratory equipment, facilities and materials.

Under this strategy the MOE and line ministries will implement an Institutional Capacity Development Programme, which will have the following five components:

Component 1: Undertake overseas study tours to document best practices and establish partnerships

Under this component a series of study tours will be organised to countries in the region and internationally to expose rectors, pro-rectors and senior administrative officers to best practices in higher education. Those invited to participate will be required to research, document and write detailed papers on their findings that can be disseminated to all HEIs upon their return. In addition, each team of officials travelling overseas will be tasked with exploring opportunities for partnerships between HEIs in Myanmar and universities, research centres and affiliated organisations overseas.

A key focus of the study tours will be to research and document how universities have transitioned from full government funding to a mix of government, self-financing and private sector funding. In addition, teams will investigate and understand partnerships between HEIs overseas and private sector organisations, especially in the area of research and innovation. Some study tours may focus on technical areas relating to higher education such as medicine, engineering and information technology.

Component 2: Establish a National Institute for Higher Education Development (NIHED)

A NIHED will be established to improve higher education governance and management, build individual skills and strengthen institutional capabilities (see the MOE Investment Plan for 2015-16). The NIHED will provide in-service professional development training and undertake research on the issues of management and governance in the higher education sector.

This NIHED will be established as either a division of the proposed Education Management Institute as a stand-alone institution. The

NIHED will provide internationally benchmarked training programmes led by experienced and skilled practitioners from across the higher education sector. Training courses will be informed by national and international research relevant to education policy. The NIHED will also develop professional networks across the higher education sector and with similar training institutes abroad. NIHED senior staff will be trained in course development, delivery and management in partner ASEAN organisations in the region.

Component 3: Strengthen governance of HEIs through university charters and university councils

The NEL (2014) grants universities autonomy in teaching, learning and management. However, in order to gain this autonomy, universities need to develop university charters and have them approved by the National Education Policy Commission. All universities will have the autonomy to carry out their activities in accordance with their charter. Once approved, HEIs will need to be supported to successfully implement their charters. It will be important to establish a robust monitoring and reporting mechanism that tracks this implementation.

HEIs will be supported to establish university councils to provide strategic leadership that supports the management of these institutions. The Higher Education Co-ordination Committee will approve university councils, while the NIHED will provide training courses to strengthen their role.

A university council should consist of members who can contribute to the achievement of a university's goals and who have the required experience for the development of the university. The university council should develop policies that will support long-term development and be responsible for monitoring overall performance in terms of teaching and learning, research and innovation, performance, administration and financial management. The council will also investigate and make decisions regarding disputes arising from management or administration decisions.

The chairman and members of a university council should be nominated by a university and then approved by the ministry or commission or the relevant committee. When a vacancy arises, appropriate or qualified people should be selected to fill the post.

Component 4: Strengthen autonomy and accountability of HEIs

The NEL (2014) and NEL Amendment (2015) provide the legal framework for expanded autonomy among HEIs – covering academic, administrative, staffing and financial autonomy. This commitment is based on national and international research which concludes that greater institutional autonomy has the potential to realise significant benefits for students in terms of improved access to quality higher education.

However, for greater autonomy to be successful there must be transparent and efficient mechanisms to put in place that hold HEIs to account. This key policy challenge – getting the right balance between autonomy and accountability – has been faced by governments around the world in recent years.

If too much autonomy is given to HEIs then it may be difficult for the government to insist that HEIs take special measures to provide access to higher education for students from disadvantaged backgrounds and ethnic regions. In addition, too much autonomy may make it harder for ministries to ensure that new policy directives are implemented. However, too much central oversight of HEIs can be just as damaging in terms of impeding change.

It is important to recognise the numerous potential benefits that greater autonomy combined with strengthened accountability can realise. These include more efficient and effective management of HEIs, better value for money for government investments in higher education, and, most importantly, significant improvements in access to quality higher education.

Therefore, the initial focus will be on undertaking research to document higher education reforms undertaken by governments internationally that have successfully supported greater autonomy for HEIs combined with strengthened accountability. This research will lead to the development of Statements of Principles for Autonomy and Accountability among HEIs.

HEIs that formally endorse the Statement of Principles will be able to pilot test proposals for expanded autonomy and strengthened accountability. For example, a HEI may request greater financial autonomy whereby a self-managed fund is established for university fees and other income sources to reinvest in priority areas. At the same time, the HEI may establish or strengthen their university council so that it represents all stakeholders.

The development of universities will be accelerated if there is a government budget allocation, approved by Parliament, which is awarded on a lump-sum basis. The existing system (whereby funding is allocated through budget headings) hinders university administration and development. The university council and governing (administrative) board should be given the autonomy to allocate funds where they are needed based on a university's annual or medium-term development plan. It is expected that government auditors will audit the accounts and financial decisions of universities, but current financial management procedures should be revised to ensure greater transparency and financial autonomy for universities. In addition, universities should be authorised to raise funds from, for example, alumni or partnerships, and then use this income to invest in the development priorities of the university (as long as it is within the financial policies and regulations of the government and the National Education Policy Commission). This approach will support the accelerated development of all universities.

Component 5: Establish a Higher Education Quality Assurance Agency (HEQAA)

An independent HEQAA will function as a part of the National Education Standards and Quality Assurance Evaluation Committee (NESQAEC). All decisions relating to the establishment and scope of the external quality assurance (EQA) will be determined by the NESQAEC, while the implementation of internal quality assurance (IQA) will be the responsibility of the MOE. This is in line with CESR recommendations for improving quality assurance in higher education. The HEQAA will develop a quality framework for Myanmar that combines the best features of the ASEAN quality reference framework for higher education (AQRFHE).

The HEQAA will undertake quality assurance for all HEIs and lead to the development of national quality standards. In this respect, the focus of the HEQAA will be developmental; it will seek to raise standards rather than focus on deficits. There will be strong linkages between the HEQAA and the NIHED. The HEQAA will undertake rigorous and independent quality assurance assessments of HEIs. The NIHED will provide training to support HEIs in addressing the recommendations outlined in their HEQAA Quality Assurance Assessment reports.

12.3.2 • Strategy 2: Improve the quality and relevance of higher education

The MOE will implement a Higher Education Quality and Relevance Programme containing the following main (six) components:

Component 1: Establish a National Research and Innovation Fund and Research and Development Centres at HEIs

The CESR Phase 2 Higher Education Report highlights the importance of promoting research in higher education. The benefits of research include: faculty can incorporate their research finding into new course materials, such as case studies; students can benefit from new findings about important policy challenges; faculty members stay up to date with their area of specialization; and partnerships can be established with researchers from other HEIs and internationally to collaborate and build research networks.

The MOE will support HEIs to establish and sustain research and development (R&D) centres. The role of R&D centres will be to undertake research and develop innovation in the areas of service delivery, consumer goods and industrial products. There are significant untapped intellectual resources at HEIs that could be accessed to expand research and innovation to benefit university teaching and learning, and develop university-managed income streams.

To enable and grow R&D centres at HEIs, the MOE will establish a Higher Education Research and Innovation Fund that will be managed by an appointed sub-committee under the Higher Education Co-ordination Committee (HECC). This sub-committee will develop detailed procedures and guidelines for the management of the Higher Education Research and Innovation Fund. All HEIs that establish R&D centres will be eligible to apply for a grant from the fund. Grants under the fund may be for one or two years and funded on a quarterly basis based on the achievement of approved milestones and deliverables.

The Higher Education Research and Innovation Fund will have clear criteria for the awarding of grants, such as potential policy, service-delivery, social and economic benefits for Myanmar citizens, opportunities for an income stream for the university and potential for immediate application in ongoing university courses. Clearly not all HEIs that apply for grants will be successful in securing research and innovation funds. The aim is to only fund applications that meet the criteria approved by the HECC. In developing the guidelines for managing the fund, best practices will be adopted from countries internationally that have established similar initiatives.

Component 2: Develop a policy and strategy for world-class national universities and comprehensive universities

Myanmar needs to research and understand the opportunities and challenges associated with establishing two or three world-class national universities and one or two comprehensive universities. Therefore, this component will focus on developing an evidence-based policy for the establishment of world-class national universities and comprehensive universities. Special attention will be paid to learning lessons from ASEAN countries in the development of this policy. Following approval of the policy, a detailed strategy that will be developed that will provide a roadmap to establish world-class and comprehensive universities.

One approach to consider regarding the establishment of world-class universities is to scale up of at least one existing HEI in fields that have historical socio-economic and national importance such as Yangon University, Yangon Technological University, Yangon University of Medicine (1), Yangon Computer University, Myanmar Maritime University, and other universities, including agriculture, veterinary science, forestry, education, economics, foreign languages in the next five years. University clusters may be formed in specific disciplines that have potential for food production, job creation, etc, in the short term before establishing multi-faculty world-class comprehensive national universities.

Component 3: Upgrade facilities at selected HEIs

The physical infrastructure of HEIs in Myanmar needs to be upgraded, especially for teaching of science and engineering. In addition, more basic teaching equipment resources need to be made available, such as microscopes, chemicals, as well as trained laboratory management personnel. While some leading HEIs already have physical laboratories in place they are not being actively used for teaching undergraduate students due to lack of equipment and trained laboratory staff.

Facilities of selected HEIs will be upgraded under this component. An initial needs assessment will determine which HEIs will be given priority support. In addition, the curriculum in existing science and engineering programmes will be reviewed to allow for a more experiential approach to learning. An affordable model for quality science and engineering teaching laboratories for both advanced research and undergraduate teaching will be developed and introduced. HEIs will be equipped with core instructional materials based on the new experiential learning models. Lecturers and laboratory assistants will be trained in the use of the new equipment and in effective ways of integrating laboratory-based teaching with the delivery of undergraduate programmes.

Component 4: Enhance the status of e-learning centres and e-libraries

HEIs in Myanmar need to improve access to internet resources and libraries. The MOE, in partnership with other ministries, need to establish a national library network that links all libraries around the

country and enables the sharing of published books and academic journals. Physical library materials can be shared through making scans and sending them to faculty or students by email.

To operationalise these services the MOE will research and develop an affordable and accessible e-learning centre model for HEIs in Myanmar. E-learning centres will be networked to provide all students and academic staff with internet-based access to a wide range of digital teaching and learning materials, including an online network that links students and staff across all HEIs and facilitates the sharing of materials. Dedicated ICT resource personnel will be trained to manage this system at each HEI. In addition, librarians and lecturers will be trained in how to use these information resources to revise existing courses and incorporate greater blended learning.

Component 5: Improve the effectiveness of the distance education system

More than half of Myanmar's undergraduates are enrolled in distance education (DE). For the foreseeable future expanded access to higher education for more students will only be possible through expansion and improvement of DE. The CESR Phase 2 Higher Education Report identified an urgent need to improve the academic rigour and quality of DE. At the same time, autonomous HEIs should explore the potential for organising their own DE programmes leading to degree awards. In the longer term, existing DE universities will be transformed into a national open university, as per the recommendations of the CESR Phase 2 Higher Education Report. This will enable any individual to register for degree courses, regardless of where they live. However, this initiative will require development of a wide range of foundation

and/or bridging courses for students who do not meet the minimum requirements to enrol in DE courses. To pilot this approach, Yangon and Mandalay DE universities will be changed into open universities first. To support this pilot project, additional university teachers will be employed in order to expand the number and quality of online lectures, as well as student support through DE.

Component 6: Undertake professional development for faculty and laboratory technicians

Improving the quality of the higher education system is dependent upon improving the quality of teaching. This will have positive knock on effects for quality and management, leading to improvements in student learning achievement. In addition, lecturers play a key role in guiding students' overall development. Professional development programmes will be implemented for subject specialisation, quality research and applied practices in teaching and learning assessment. The performance of the teaching staff has to be assessed from various aspects in order to promote continuing professional development of academic staff.

University faculty's international exposure will be promoted through overseas workshops, conferences and faculty exchange programmes. To improve the effective use of laboratories, including laboratory equipment and machinery, technicians will be provided with professional development training in subject specialisation and teaching.

12.3.3 • Strategy 3: Expand equitable access to higher education

Poverty is one of the main barriers to student access to higher education. Building more dormitories at universities and colleges will enable greater access, especially for those from rural areas. Therefore, the MOE and line ministries will implement an equitable access to higher education programme to implement this strategy. Priority HEIs will be identified, and stipend programmes will enable students from poor socio-economic backgrounds to continue their learning pathways through higher education. Scholarships and a reliable loan system will help students to pay tuition fees. Professionals are also needed to manage student support programmes.

Component 1: Create a good teaching and learning environment at HEIs

Low-cost, high-quality dormitories sited on the campuses of all HEIs will provide both an incentive and an opportunity for poor students and those from rural areas.

Dormitories will be provided in the form of on-campus residential colleges, and HEIs will be encouraged to offer remedial teaching, tutoring support, social care and access to learning resources. Other interventions to help create a vibrant campus and study experience will include support for faculty and student associations and clubs. Participation in these activities has also been shown to help develop useful skills for the labour market.

Existing accommodation capacity has to be assessed for upgrading. This will be followed by the development of a model (or models) for low-cost dormitories for HEIs and a construction schedule, with an emphasis on HEIs in poorer rural locations. Cost subsidies for needy students for an extended phase-in period (time to be determined) will be provided, and training will be provided to selected HEI staff in techniques of remedial teaching and tutoring support for students.

Special attention will be paid to mitigating possible socio-cultural issues for students, combined with support and seed funding for on-campus teacher and student associations and clubs.

Component 2: Promote student support programmes

CESR analysis of the Myanmar Integrated Household Living Conditions Survey (IHLCS) 2009–10 data found that youth from poor households are highly under-represented in higher education, and there is convincing evidence that the cost of boarding is a key obstacle to access. Stipends to support young people from poor families will be promoted to enable them to continue with higher education in particular curriculum areas, such as science and technology.

These student support programmes will also target needy students before they reach HEIs, such as during their final year of secondary school. To date, 18 HEIs have established student services centres; the experiences of these HEIs will be drawn upon in the design of the student support programmes. HEI officers will be trained in how to assess applications for stipends and identify needs based on equity, as well as managing financial support for these programmes.

12.4 • Results frameworks

12.4.1 • High-level results framework

Transformational Shift: Students have equitable access to a world-class higher education system leading to better opportunities for employment and significant contributions to a knowledge-based economy			
Strategies	Strategy 1: Strengthen higher education governance and management capacity	Strategy 2: Improve the quality and relevance of higher education	Strategy 3: Expand equitable access to higher education
End Outcomes	Strengthened governance and management by officials from MOE and line ministries and managers of HEIs improves access to quality higher education	Non-academic staff deliver effective administration; Academic staff deliver effective teaching and undertake quality research	Equitable access for students to HEIs regardless of their socio-economic background
Outcome Indicators	Percentage of HEIs that prepare and implement their own development plans, action plans and budgets and efficiently manage resources (verified through HEI annual reports and external quality assurance assessments)	Percentage of students reporting satisfaction with their education and HEI Percentage of graduates in skilled employment following graduation from HEIs Myanmar university ranking system (to be implemented only after NESQAEC has been established)	Percentage of students from underprivileged backgrounds enrolled annually in HEIs Number of students from disadvantaged backgrounds that can access student support programmes, such as stipends and loans to access HEIs

12.4.2 • Intermediate Results framework to achieve Strategy 1

Strategy 1: Strengthen higher education governance and management capacity		
Programme to achieve the strategy: Institutional Capacity Development Programme		
Programme Components	C1: Undertake overseas study tours to document best-practices and establish partnerships with international universities, research centers and other higher education institutions	C2: Establish a National Institute for Higher Education Development (NIHED) to improve higher education governance and management, build individual skills and strengthen institutional capabilities
Intermediate Outcomes	Raised awareness of HEI rectors, pro-rectors, senior administrative officers in the areas of corporatisation, autonomy, consolidation and service delivery	National-level institute able to deliver short-term courses, high-level residential training Comprehensive course curriculum and programmes designed and training materials prepared
Intermediate Targets (by end of 2018–19)	176 HEI rectors, prorectors and senior officers participate in international study tours	10 per cent of rectors and pro-rectors attend short-term training courses run by the NIHED

	C3: Strengthen governance of HEIs through University Charters and University Councils	**C4: Strengthen autonomy and accountability of HEIs to realise more efficient and effective management, better value for money and significant improvements in access to quality higher education**	**C5: Establish a Higher Education Quality Assurance Agency (HEQAA) to lead the development of national quality standards for higher education and undertake quality assurance assessments of all HEIs**
	Functioning HEI governance for the first batch of autonomous universities	Statement of Principles for Autonomy and Accountability is approved by relevant bodies, endorsed by some HEIs and they undertake pilots	Standards for HEIs established by HEQAA and aligned with ASEAN quality reference framework standards
	2,700 representatives from HEIs attend workshops on drafting charters and establishing councils 10 HEIs make progress towards some degree of autonomy – approved charters and operational councils	30 per cent of HEIs formally endorse the Statement of Principles 15 per cent of HEIs that endorse the Statement of Principles successfully undertake pilots to expand autonomy and strengthen accountability	10 per cent of HEIs provide evidence for the achievement of higher education quality standards set by HEQAA

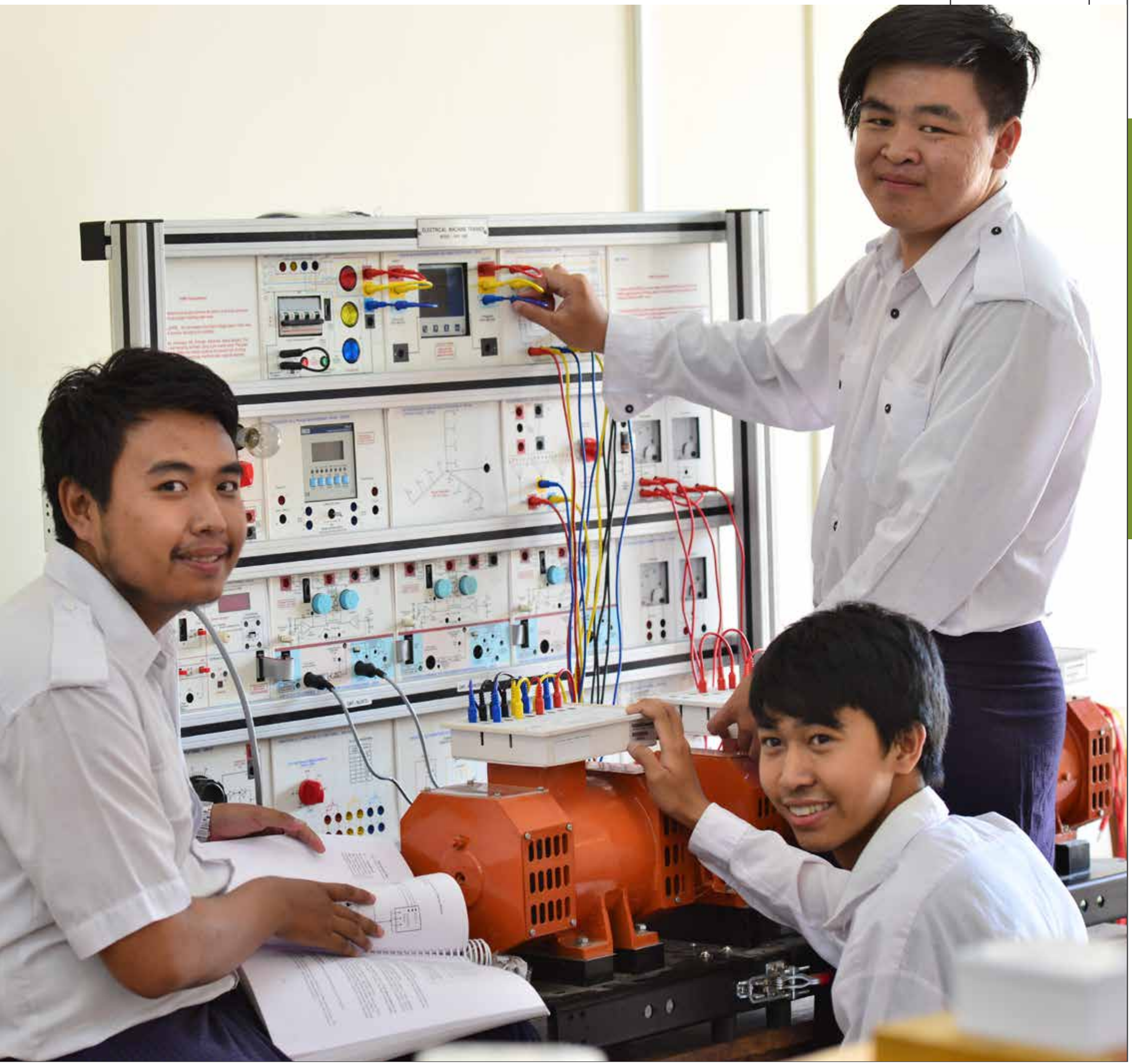
12.4.3 • Intermediate Results Framework to achieve Strategy 2

Strategy 2: Improve the quality and relevance of HEIs			
Programme to achieve the strategy: Higher education quality and career-relevance programme			
Programme Components	C1: Establish a National Research and Innovation Fund and Research and Development Centres at HEIs to benefit university teaching and learning, and develop university-managed income streams	C2: Develop a policy and strategy for world-class national universities and comprehensive universities	C3: Upgrade facilities at selected HEIs
Intermediate Outcomes	Research and Development Centres are fully operational in 25 per cent of HEIs Higher Education Research and Innovation Fund is fully operational, approved with funding and grant fund application guidelines HECC approves National Research and Innovation Fund grants for HEIs	Evidence-based policy approved to establish world-class national universities and comprehensive universities Costed strategy developed and implemented to establish world-class and comprehensive universities	Students learn applied skills as part of their degree courses
Intermediate Targets (by end of 2018–19)	Research and Development Centres are fully operational in 25 percent of HEIs National Research and Innovation Fund is fully operational, with approved operation and grant fund application guidelines HECC approves National Research and Innovation Fund grants for at least 10 HEIs	Approved policy to establish world-class national universities and comprehensive universities	10 per cent of HEIs can provide evidence of changes in course to include applied skills

Strategy 2: Improve the quality and relevance of HEIs (continued from page 200)			
Programme to achieve the strategy: Higher Education Quality and Relevance Programme			
Programme Components	C4: Enhance the status of e-learning centres and e-libraries in HEIs	C5: Improve the effectiveness of the distance education system	C6: Undertake professional development for faculty and laboratory technicians
Intermediate Outcomes	E-learning centres and e-libraries established and equipped at selected universities	Improved alignment of DE curricula with labour market requirements More on-line programmes offered More resources available for face-to-face learning opportunities	University teachers and laboratory technicians carry out effective, interactive teaching
Intermediate Targets (by end of 2018–19)	E-learning centres and e-libraries functioning at 50 percent of HEIs Blended learning curricula and methodologies developed for at least 50 percent of programmes	30 per cent increase in DE students graduating annually 30 per cent of DE graduates employed in a field relevant to their degree one year after graduation	9,000 HEI faculty and laboratory technicians attend local and overseas training courses

12.4.4 • Intermediate Results Framework to achieve Strategy 3

Strategy 3: Expand equitable access to higher education		
Programme to achieve the strategy: Equitable Access to Higher Education Programme		
Programme Components	C1: Create a good teaching and learning environment at HEIs	C2: Promote student support programmes
Intermediate Outcomes	More students from different socio-economic backgrounds living on campus and completing undergraduate degrees	More students from different socio-economic backgrounds receive support to enrol and complete undergraduate degrees
Intermediate Targets (by end of 2018–19)	Percentage increase in student residency rates, disaggregated by socio-economic indicators	Number of students receiving full tuition waiver, scholarships, student support programmes



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Management, Capacity Development and Quality Assurance

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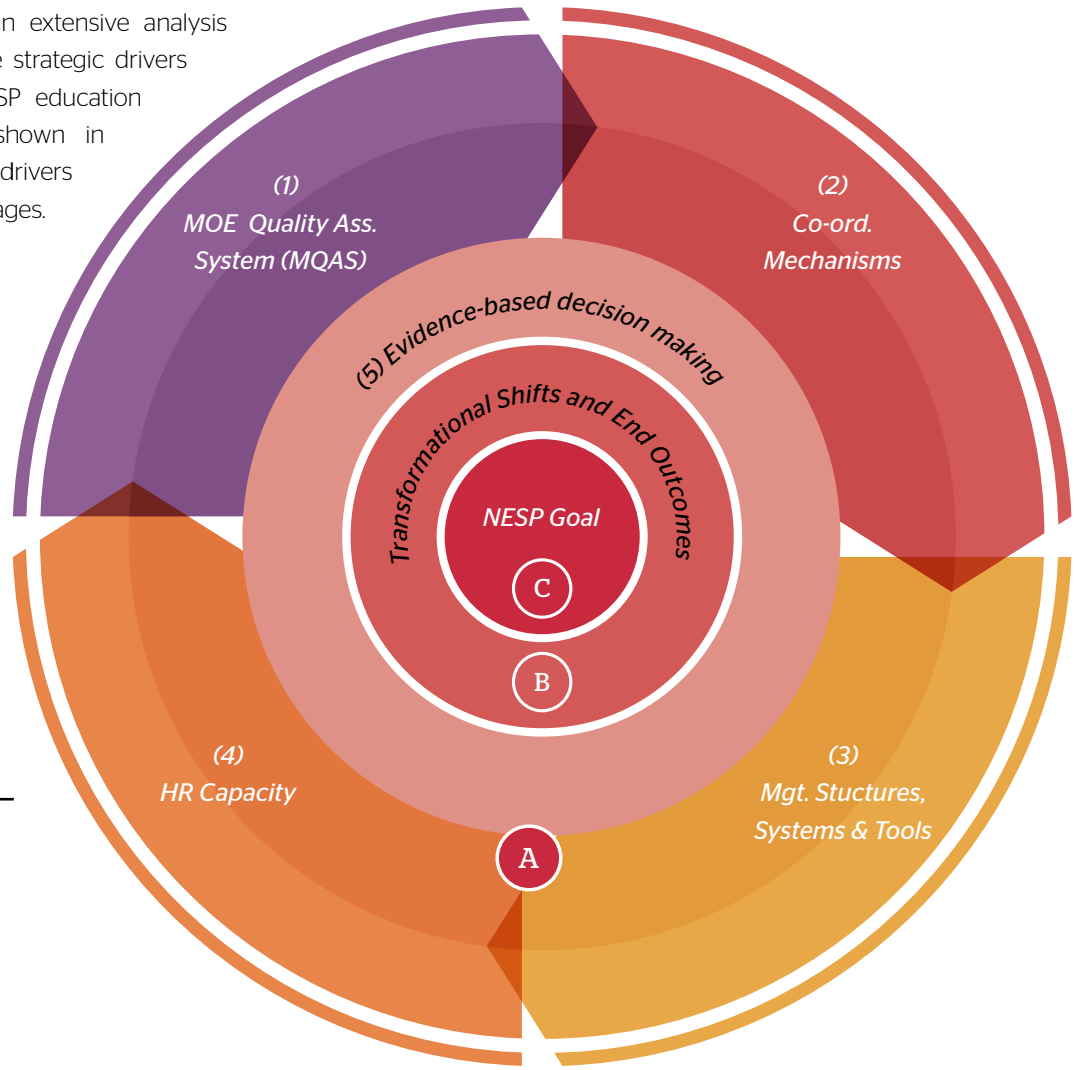
CHAPTER 13

Management, Capacity Development and Quality Assurance

13.0 • Introduction

The Ministry of Education has undertaken an extensive analysis of the NESP evidence base and identified five strategic drivers of change that will facilitate and sustain NESP education reforms over the long term. These are shown in Diagram 13.1. Each of these five strategic drivers of change are briefly outlined on the following pages.

Diagram 13.1: Strategic drivers of change



Key:

A Supportive enabling environment established through five strategic drivers of change

B Transformational Shifts and high-level results achieved within a supportive enabling environment

C NESP goal achieved

Driver of change 1 • Ministry of Education Quality Assurance System (MQAS)

Under the National Education Law (NEL) (2014) the government will establish an external and internal quality assurance system to assess the achievement of quality standards in all schools and educational institutions. The National Education Standards and Quality Assurance Evaluation Committee (NESQAEC) will be responsible for the external quality assurance system (QAS) while the MOE will be responsible for the internal QAS. The NESQAEC will report to the National Education Policy Commission (NEPC) as outlined in the NEL Amendment (2015).

All decisions relating to the establishment and scope of the external QAS will be determined by the NESQAEC, while implementation of the internal QAS will be the responsibility of the MOE. This separation of responsibilities between the NESQAEC and MOE will ensure the full independence of the NESQAEC regarding its oversight role of accreditation and quality assurance in the education sector in Myanmar. To support the work of the NESQAEC, the MOE will share all data generated from its internal QAS with NESQAEC, including quality assurance procedures, data collection tools and school quality assurance reports.

Under the NESP the MOE will mainstream a standard based, internal ministry quality assurance system (MQAS) in all schools and educational institutions (i.e. preschools, teacher education institutions, TVET centres, technical high schools, universities, etc.) through existing administrative structures (i.e. township, district and state/region education offices and the MOE head office).

The MQAS will be a catalyst for change under the NESP, as it will mainstream quality standards in all schools and educational institutions.

The NESP quality assurance has been mainstreamed in the five sub-sector chapters and linked sub-sector action plans. However, implementing departments will determine the timeframe to establish and institutionalise sub-sector quality assurance frameworks based on existing human resource capacity, available funding and other factors.

The MOE will establish the MQAS over the five years of the NESP. This will be achieved when all five sub-sectors (preschool and kindergarten, BE, AE, TVET and HE) have each developed, tested and institutionalised standard-based quality assurance frameworks following the five-stage conceptual model listed in Annex 13.1.

The Department of Educational Research, Planning and Training (DERPT) will be the lead department responsible for establishing the MQAS by the end of the NESP. The main role of the lead department will be to:

- i develop and sustain an MQAS database and linked software program that will analyse and present high-level data from the application of quality assurance frameworks in schools and educational institutions; and
- ii provide advice and support to implementing departments to establish standard-based quality assurance frameworks.

As the establishment of quality assurance frameworks has already been mainstreamed in each NESP chapter and linked sub-sector action plans there will be no dedicated programme under this chapter associated with the MQAS. Additional information on the justification and plans to establish standard-based quality assurance frameworks can be found in the situation analyses sections (Section 2.0) of the Preschool and kindergarten Education, Basic Education – Access, Quality and Inclusion, AE, TVET and Higher Education Sub-sector Action Plans.

Driver of change 2 • Sector-wide, sub-national and sub-sector co-ordination mechanisms

Myanmar is a geographically large and ethnically diverse country; therefore, it is vital to have effective and inclusive co-ordination mechanisms at national (sector-wide), sub-sector and sub-national (state/region, district and township) levels to facilitate, support and sustain education reforms through partnerships with ministries and non-governmental organisations.

Senior MOE officials are aware that much more needs to be done to realise the multiple benefits of effective sector-wide, sub-sector and sub-national co-ordination. Establishment of effective (i.e. participatory, inclusive and responsive) co-ordination mechanisms at sub-national levels is increasingly important in light of new government decentralisation policy initiatives that aim to empower and enable

local government officials to play a more active role in the provision of essential government services.

Driver of change 3 • Management structures, systems and tools

The MOE recognises that the successful implementation of the NESP will require a combination of strengthening existing and establishing new management structures, systems and tools. The NESP will also require new ways of working and changes in existing procedures and processes. In addition, it will demand changes in the organisational culture of the MOE.

The Director General for each implementing Department will be accountable for achieving the Transformational Shift and the results listed in the High-level and Intermediate Level Results Frameworks for the NESP chapters and sub-sector action plans they are responsible for.

The NESP will be implemented by MOE Departments. The NESP chapters and sub-sector action plans that these Departments are responsible for implementing are listed in Table 13.1 below.

Table 13.1: NESP Implementing Departments, Chapters and Action Plans

Implementing Departments	*NESP Chapters*	*NESP Sub-sector Action Plans*
Department of Basic Education (DBE)	**Chp 4:** Preschool and Kindergarten Education **Chp 6:** BE Access, Quality and Inclusion	Preschool and Kindergarten Education Sub-sector Action Plan BE Access, Quality and Inclusion Sub-sector Action Plan
Department of Educational Research, Planning and Training (DERPT)	**Chp 7:** BE Curriculum	Basic Education Curriculum Sub-sector Action Plan
Department of Myanmar Nationalities' Languages (DMNL)	**Chp 7:** BE Curriculum	Basic Education Curriculum Sub-sector Action Plan
Department of Myanmar Examinations (DME)	**Chp 8:** BE Student Assessment and Examinations	Student Assessment and Examinations Sub-sector Action Plan
Department of Higher Education (DHE)	**Chp 9:** Teacher Education and Management	Teacher Education and Management Sub-sector Action Plan
Department of Alternative Education (DAE)	**Chp 10:** Alternative Education	Alternative Education Sub-sector Action Plan
Department of Technical and Vocational Education and Training (DTVET)	**Chp 11:** TVET	TVET Sub-sector Action Plan
Department of Higher Education (DHE)	**Chp 12:** Higher Education	Higher Education Sub-sector Action Plan
Department of Educational Research, Planning and Training (DERPT)	**Chp 13:** Management, Capacity Development and Quality Assurance	Management, Capacity Development and Quality Assurance Sub-sector Action Plan

Diagram 13.2: New and existing co-ordination mechanisms and management structures to support NESP implementation

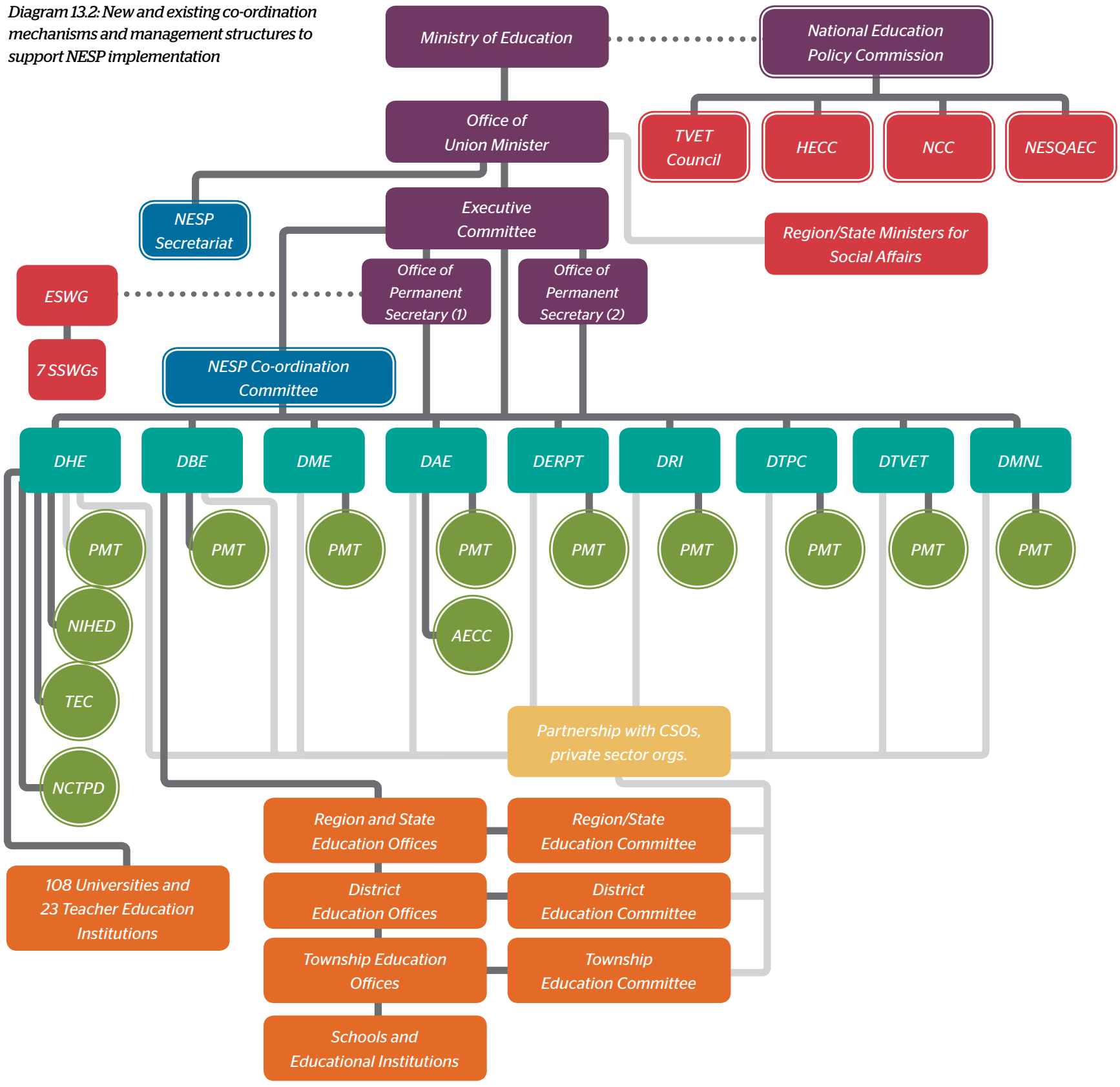


Diagram Key

AECC	Alternative Education Co-ordination Committee
CSOs	Civil Society Organisations, NGOs and Associations
DAE	Dept. of Alternative Education
DBE	Dept. of Basic Education
DERPT	Dept. of Educational Research, Planning and Training
DHE	Dept. of Higher Education
DME	Dept. of Myanmar Examinations
DMNL	Dept. of Myanmar Nationalities' Languages
DRI	Dept. of Research and Innovation
DTPC	Dept. of Technology Promotion and Coordination
DTVET	Dept. of Technical and Vocational Education and Training
ESWG	Education Sector Working Group
HECC	Higher Education Co-ordination Committee
NCC	National Curriculum Committee
NCTPD	National Centre for Teacher Professional Developmen
NESQAEC	National Education Standards & Quality Assurance Evaluation Committee
NIHED	National Institute for Higher Education Development
PMT	Programme Management Team
SSWGs	Sub-sector Working Groups
TEC	Teacher Education Council

Diagram code

●	All outlined boxes are structures yet to be approved.

The MOE will build upon national and international best practices in programme management and establish Programme Management Teams (PMTs) within each of the NESP implementing departments. The PMTs will support department-wide co-ordination and oversight of NESP programmes.

The NESP implementing departments and PMTs are shown in Diagram 13.2, alongside existing and newly established co-ordination structures established under the NEL (2014) and the NEL Amendment (2015).

Driver of change 4 • Human resource capacity

The MOE understands the crucial role that capacity development will play to drive and sustain the reforms outlined in the NESP over the coming five years. Therefore, the MOE will design and implement a comprehensive capacity development programme to strengthen the knowledge and skills in education management of headquarter senior officials and department programme managers and officials based in sub-national offices. This programme will be designed to directly support PMTs and education managers at all levels to successfully implement NESP national programmes.

The NESP capacity development programme will adopt a range of capacity-building approaches to measurably improve the capacity of MOE officers, such as formal face-to-face training, team-based-learning-by-doing tasks facilitated by national and international technical advisers, case study group assignments, study tours, information dissemination and linked self-study learning.

Driver of change 5 • Evidence-based decision making

Evidence-based decision making, also known as evidence-based policy formulation and evidence-based management, is widely practised by governments internationally. Evidence-based decision making is a cross-cutting strategic driver of change. This means that it will be undertaken in each of the other four strategic drivers of change.

Implementation of evidence-based decision making involves a shift from intuition-based management decision making (based on an individual's experience and understanding) to evidence-based decision making, which is based on accurate and timely data.

Evidence-based decision making is not a new approach for senior officials in the MOE, or for that matter senior official across government. The public commitment by MOE officials to evidence-based decision making can be seen in their decision to launch and successfully implement a comprehensive education sector review (CESR) of the education sector starting in August 2012.

The benefits of evidence-based decision making are also listed below: (see Annex 13.2 for an explanation of each benefit)

i Addresses inequities in the national education system;

ii Strengthens transparency and accountability in the decision-making process;

iii Reduces risks of bias, corruption or pressure in the decision-making process; and

iv Maximises value for money for government and development partner investments in education.

5.1 • Defining evidence-based decision making

Under the NESP evidence-based decision making is defined as a three-step process whereby senior officials and education managers at all levels:

Step 1: Collect and examine all available evidence on a particular education management problem or policy-related issue;

Step 2: Review the evidence from an equity and education standards perspective; and

Step 3: Make one or more evidence-informed decisions.

It is important to point out that implementation of the above process is only possible if the following three conditions are in place:

A Enabling MOE polices and/or regulations that empower and authorise senior officials and education managers at all levels to make evidence-based decisions;

B Financial resources, human resource capacity and dynamic leadership; and

C Availability of quality education system, school and student performance data.

The adoption of evidence-based decision making will enable MOE officials to:

i Improve the impact of NESP reforms and the achievement of intermediate- and high-level results.

ii Systemically achieve national education standards in the shortest period of time at the lowest possible cost.

13.1 • Legal and policy context

The National Education Law (NEL) (2014) and NEL Amendment (2015) provide the unifying national vision to strengthen co-ordination, management structures and systems.

Concerning quality assurance the NEL is innovative and pioneering on a number levels. Firstly, the NEL describes a new strategic approach to quality assurance in the education sector based on the systematic measurement of national quality standards. The NEL states that: "every level of education there shall be a programme of quality assurance" (Clause 54(a)). In response to this statement quality assurance systems have been mainstreamed in all sub-sectors in the NESP.

Secondly, and most importantly, the NEL establishes a new accountability mechanism of internal and external quality assurance assessments: "In the assessment of educational quality and standards, there shall be a programme of internal quality assessment and external quality assessment" (Clause 54(b)).

13.2 • Management, capacity development and quality assurance Transformational Shift

The five interdependent and aligned strategic divers of change outlined above will collectively contribute to the achievement of the following Transformational Shift for management, capacity development and quality assurance:

Transformational Shift that the MOE commits to achieving by 2021: Education managers at all levels apply evidence-based decision making and demand accountability for improved teaching and learning in schools and educational institutions.

In the following section the MOE outlines the strategies and programmes that will be implemented to achieve the above Transformational Shift.

13.3 • Strategies to achieve this Transformational Shift

The MOE has identified the following three strategies to be implemented over a period of five years.

13.3.1 • Strategy 1: Strengthen and sustain sector-wide, sub-sector and sub-national co-ordination mechanisms

The MOE recognises that NESP reforms will not be accomplished if they are the sole responsibility of officials at headquarters; officers at all levels of the national education system must be actively involved in the implementation of NESP programmes and complementary activities, such as monitoring and reporting.

The MOE also recognises that NESP reforms will not be accomplished without the support from non-governmental organisations, both non-profit and private sector. Therefore, effective co-ordination is crucial to ensure that these organisations can efficiently and effectively channel their support to positively contribute the achievement of NESP targets and outcomes.

In recent years the MOE has achieved a great deal in strengthening sector-wide co-ordination structures. The most notable recent achievements are: (i) passing the National Education Law (NEL) (2014) and NEL Amendment (2015), which provide the legal framework for sector and sub-sector co-ordination mechanisms; (ii) establishing the Education Sector Working Group (ESWG), which enables policy dialogue between senior government officials and development partners; and (iii) securing parliamentary approval and undertaking a restructuring of the MOE.

Based on this, discuusion the MOE will implement a Sub-national Co-ordination Programme. The DERPT will be responsible for implementing this programme, in close partnership with the other MOE departments.

The Sub-national Co-ordination Programme will not cover the establishment of the sector-wide co-ordination, oversight and

accountability mechanisms outlined in the NEL(2014) and the NEL Amendment (2015), such as the National Education Policy Commission (NEPC), or the committees that report to the NEPC. These committees will be established by the Office of the Union Minister and Parliament. (see Diagram 13.2 above)

In addition, this Programme has not included a dedicated programme component aimed at strengthening the ESWG and sub-sector coordination mechanism, as there are no anticipated costs with this initiative. The ESWG and sub-sector co-ordination mechanisms are briefly discussed below.

Education Sector Working Group (ESWG)

The ESWG is a key government-led coordination and policy dialogue mechanism between government Ministries directly and indirectly involved in the education sector and development partners. The ESWG is linked to the broader aid effectiveness agenda under the Sector Working Group architecture coordinated by the Ministry of Planning and Finance, and it reports annually to the Myanmar Development Cooperation Forum. The MOE plans to strengthen the ESWG through establishing seven Sub-sector Working Groups (SSWGs) to support Director Generals of MOE Departments to successfully implement the NEL(2014), NEL Amendment (2015) and the NESP. The reforms to restructure the ESWG will be detailed in a new Education Sector Partnership Policy that will be developed by the MOE in close consultation with development partners.

Sub-sector co-ordination mechanisms

All CESR Phase 2 and Education Working Group Reports have recommended strengthening coordination mechanisms across the main education sub-sectors in order to improve the efficiency and effectiveness of education service delivery. The evidence base to justify the establishment of these coordination mechanisms, as well as the outputs and outcomes to assess their implementation, are discussed in greater depth in each of the relevant chapters and Sub-sector Action Plans of the NESP.

The Sub-national Co-ordination Programme will comprise of the following two components:

Component 1: Strengthen state/region, district and township education committees

It is widely recognised that effective and efficient education sector co-ordination mechanisms are needed at the main administrative levels of sub-national governments. While it is very positive that the MOE has put in place state/region, district and township education committees, there is limited information about how well they are working and what they have achieved to date in terms of improving access to quality education services. Therefore, the first step to strengthen these committees will be an in-depth study examining all aspects of how these committees operate. A second key output from this study will be operational guidelines to strengthen the functioning of these committees. A third output would be a linked training programme to train committees in the new guidelines.

The MOE will support the implementation of decentralisation reforms undertaken by the government as well those outlined in the NEL Amendment (2015).

Component 2: Partnerships with states and regions

The overall aim of this component is to strengthen partnerships between the MOE and state and region education offices. This will be achieved through supporting state and region education offices to research and address the most urgent challenges they face in the provision of quality basic education, alternative education and TVET.

In addition, this component will strengthen evidence-based planning and decision making across all states and regions. This will be achieved through putting in place two transparent and responsive mechanisms: (i) state/region education development plans; and (ii) funding. This will enable a customised response to address the unique challenges within each state and region.

Strengthening education service delivery in all states and regions has huge potential in light of proposed decentralisation reforms to be undertaken in the coming years. Importantly, this programme component will provide opportunities to strengthen the capacity of senior official education managers in state and region education offices through a range of approaches, such as action research, formal training, networked-based information sharing, conferences to exchange best practices between states and regions, and country-based and international study tours.

The first stage of strengthening partnerships with states and regions will be through a rapid assessment in the two years of NESP implementation (2016–2017 and 2017-2018). This approach is based on best practice lessons from CESR, which started with a rapid assessment of the education sector. Following the state and region assessments, education officials will be supported to develop evidence-based, costed state/region education development plans. These plans will then be funded under the NESP, ideally through a combination of government and development partner support.

13.3.2 • Strategy 2: Strengthen education sector management structures, systems and tools

The MOE will implement a Management Structures, Systems and Tools Programme to implement this strategy. The six components under this programme are discussed below.-

S2a • Management Structures

Component 1: Establish the NESP Co-ordination Committee, Programme Management Teams (PMTs) and the NESP Secretariat

To support the NESP implementing departments with their assigned NESP strategies and programmes, the MOE will establish three new management structures. Each management structure will have a distinct, yet complementary, mandate. These new structures will be established for the five-year life of the NESP, then evaluated and either continued under NESP 2 or disbanded.

i • NESP Co-ordination Committee

The MOE will establish an NESP Co-ordination Committee to strengthen co-ordination, sequencing and implementation of the strategies and programmes outlined in the NESP. The NESP Co-ordination Committee will be chaired by the Minister of Education. All the Director Generals and selected Deputy Director Generals and directors from implementing departments will all be active members of the NESP Co-ordination Committee. The NESP Co-ordination Committee will be a key decision-making, monitoring and oversight body to drive the successful implementation of the NESP. The placement of the NESP Co-ordination Committee in the overall structure of the MOE is shown in Diagram 13.2.

ii • Programme Management Teams (PMTs)

The MOE recognises that a team-based approach to NESP programme implementation is much more efficient and effective compared with assigning full responsibility of a programme to an individual. Furthermore, establishing PMTs within each department will enable the MOE to share implementation responsibilities for one or more NESP programmes across a number of expert technical officers. A team-based approach is ideal for Myanmar as it provides an opportunity to build human resource capacity through learning by doing and through the collective sharing of knowledge and skills.

Each PMT will:

1. Co-ordinate the implementation of NESP programmes and components that funded are by the MOE annual budget and/or development partners
2. Identify and address challenges to programme implementation
3. Share information and build critical thinking skills

4 Share and jointly analyse data on programme implementation and support evidence-based decision making

5 Build links with other programmes and projects funded by government, development partners and non-government organisations and

6 Co-ordinate the monitoring and reporting of programme outputs and results.

PMTs will be an informal structure and therefore it will not require a formal restructure of MOE departments. Each PMT will be led by a Deputy Director General (DDG) who will report to the Director General (DG). Each DG will appoint staff from various branches or sections across the department, to the PMT. DGs will be encouraged to appoint department staff directly involved in programme implementation, as well as those involved in providing back-office services, such as budgeting and administration. This will provide an opportunity for staff from different branches to work closely together, pooling skills and knowledge, to successfully implement NESP programmes. PMTs will meet as and when required, however, they will be encouraged to meet weekly to build a culture of teamwork, information sharing, critical thinking and evidence-based decision making.

iii • NESP Secretariat

The MOE will establish a NESP Secretariat under the Office of the Union Minister to specialize in coordination and oversight. The NESP Secretariat will also report to and provide on-demand support to the Union Minister as and when required. The NESP Secretariat is being established based on national and international best-practices, such as Delivery Units established in Ministries in Myanmar and countries around the world.

A key role of the NESP Secretariat will be to provide technical support to implementing NESP departments. The main responsibilities of the NESP Secretariat are:

1 Support the Office of the Union Minister to oversee and monitor implementation of the NESP

2 Support implementing departments to develop and track key performance indicators (KPIs) to measure the annual implementation of funded NESP programmes

3 Provide technical assistance and support to implementing departments

4 Undertake innovative capacity-building activities for department PMTs

5 Facilitate key meetings to support NESP implementation, e.g. Annual Sector Budget Review and Annual Sector Performance Review

6 Undertake in-depth, professional and transparent policy reviews

7 Strengthen the performance of district and township education offices through regular, comprehensive performance assessments and submission of Performance Assessment Recommendations Reports

8 Support the MOE to communicate effectively with education stakeholders and establish partnerships at all levels of the national education system

9 Participate in and support MOE-led M&E activities focusing on the NESP;

10 Monitor resource and capability needs for effective implementation of the NESP;

11 Oversight and performance monitoring produce and distribute M&E reports and Policy Briefing Notes and

12 Provide on-demand support to the Union Minister, Permanent Secretaries, DGs and DDGs as requested.

NESP Secretariat will be staffed by appointed permanent staff and seconded staff from NESP implementing departments. Implementing departments will be requested to assign one or more qualified officers on secondment to NESP Secretariat for a period of 12 months. During this period these officers will be trained, through learning by doing and formal training courses, in the key roles of NESP Secretariat. After 12 months the assigned officers will return to their departments with new knowledge and skills to support implementation of their NESP programmes. Departments will then second a new group of officers to NESP Secretariat.

S2b • Management Systems

Component 2: Develop NESP Annual Priorities Plan and an NESP Annual Monitoring and Evaluation Plan

Under this component the MOE will develop three new planning and management tools to support the successful implementation of the NESP. These are discussed below:

i • NESP Annual Priorities Plan

The MOE recognises the need to put in place a practical planning tool that will focus attention on the most urgent priorities facing the education sector at the start of the annual government planning and budgeting cycle. Furthermore, the MOE understands the importance of having a planning tool that enables senior officials to respond to: (a) new policy initiatives launched by the government; (b) the performance of implementing departments over the previous year; (c) current human and financial resource constraints; and (d) any unexpected events, such as natural disasters. Therefore, each year the MOE will develop an NESP Annual Priorities Plan that clearly explains the education sector investment priorities for the government, development partners and education stakeholders for the forthcoming fiscal year.

ii • Department Annual Implementation Plans

Once the NESP Annual Priorities Plan and MOE budget are approved, all NESP implementing departments will develop a Department Annual Implementation Plan (DAIP). The DAIP will be the key management tool for departments to use in order to implement their funded programmes listed in the NESP Annual Priorities Plan.

The DAIP will include detailed workplans outlining the sequential activities that department officers will implement in the coming year, as well as the key milestones that they aim to achieve each quarter. The DAIP will also list Key Performance Indicators (KPIs) that departments commit to achieving each quarter, as well as detailed budgets for the listed activities. DERPT will be responsible for supporting departments to develop and submit costed DAIPs.

iii • NESP Annual Monitoring and Evaluation Plan

NESP implementing departments will monitor and report on the programmes and components they are implementing. To support the tracking, reporting, analysis and decision making relating to department monitoring and evaluation (M&E) activities, the MOE will develop and implement an Annual M&E Plan.

The DERPT will be responsible for the developing, securing approval and then tracking implementation of the Annual M&E Plan. This department will work closely with department M&E officers based on the PMTs following approval of the MOEs annual budget to develop and finalise the Annual M&E Plan. All departments will be required to list M&E activities in their costed DAIP.

The Annual M&E Plan will provide a detailed 'roadmap' of all planned M&E activities in the coming year. It will cover all aspects such as explaining the definitions of KPIs outlined in a DAIP, listing data collection methods and tools that will be used to collect quantitative and qualitative data, specifying who will do what and when, and outlining how data will be analysed and reported.

The Annual M&E Plan will include research and evaluation activities. The plan will describe detailed important research studies that the MOE is going to undertake in the coming year to provide new sources of quality data to support evidence-based decision making and policy formulation.

The main evaluation studies to be listed in the Annual M&E Plan will concern the mid-term NESP evaluation undertaken at the completion of year 3 of the NESP implementation (i.e. 2018–19) and the end of plan evaluation; undertaken at the completion of year 5 (i.e. April or May of the 2021–22 fiscal year).

The mid-term NESP evaluation will be undertaken at the end of year 3 to provide sufficient time to measure the impacts of the NESP programmes on the achievement of the NESP goal, Transformational Shifts and high-level results. It will also ensure that there is adequate time for NESP programmes to be established and taken to scale. The NESP mid-term evaluation will provide an important evidence base to inform the development of NESP 2.

The relationship between the NESP, MOE budget and new annual NESP planning tools is shown in Diagram 13.3.

Component 3: Strengthen EMIS and HRIS and develop the Education Portal

The MOE has made good progress in recent years in the establishment of new education sector management information systems to support ongoing education reforms. The most notable achievements are: (i) the design, deployment and use of a Human Resource Information System

(HRIS); (ii) strengthening the Education Management Information System (EMIS) through linkages with school mapping data; and (iii) the development of a five-year EMIS Strategic Plan, which examines the gaps in the current system and outlines strategies, steps and resources for addressing these challenges.

The MOE will build upon these achievements and establish a single, comprehensive, integrated and decentralised information system called the Education Portal, which will provide managers and stakeholders at all levels of the education system with comprehensive, accurate and up-to-date data to support evidence-based decision making.

However, the most crucial area of the initial support under this component will be to strengthen and fully integrate the existing HRIS and EMIS systems. This will enable the MOE to generate accurate and

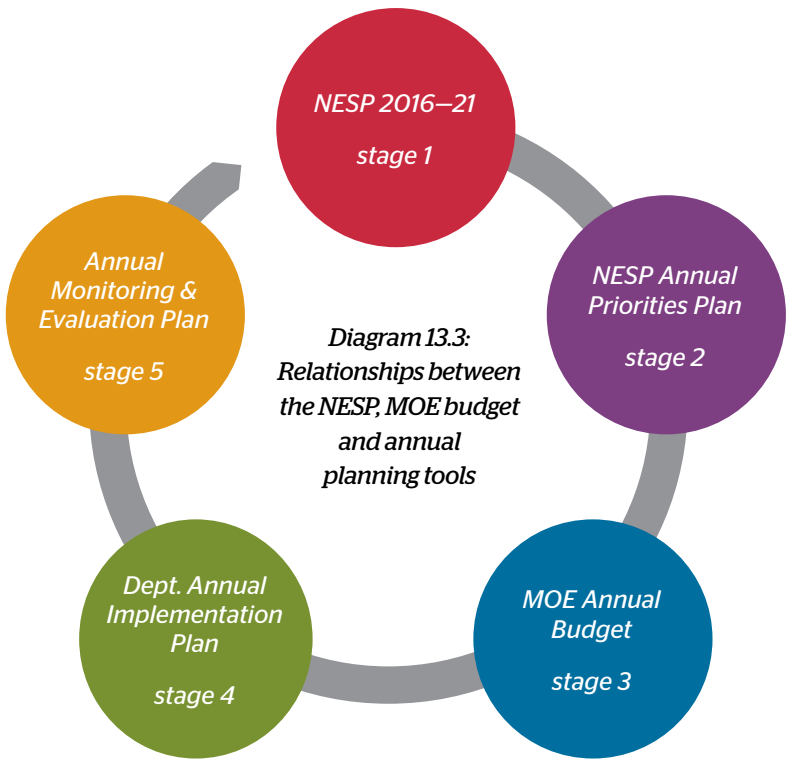


Diagram 13.3: Relationships between the NESP, MOE budget and annual planning tools

meaningful quantitative and qualitative reports showcasing Myanmar's progress in achieving the high-level results outlined in the NESP, as well as support the planning, management, monitoring and evaluation functions of each implementing department.

Over time, and through a phased approach, the Education Portal will be developed to include modules covering the following processes;

- Teacher management: deployment, in-service training, transfer, complaints, counselling requests, payroll confirmation, circulars, training announcements, learning resources.
- Updating of annual school information: contact information, enrolment, facilities, learning materials.
- School quality inspection: monitoring, follow-up and management, reporting on quality inspections. Problems (e.g. absent teachers, short attendance) as reported by the inspector will be made available to the concerned authorities for necessary follow-up action.
- Child tracking and assistance: enrolment; management of out-of-school children (registration, follow-up and child-wise tracking); management of children with special needs (registration, assistance and tracking).
- Monitoring and reporting on attendance and achievement: individual or class-wise attendance; data on individual or class-wise achievement scores.
- Grant/expenditure monitoring: grant allocation and expenditure along budget lines.
- School mapping: GIS-based decision support system for the rationalisation of schools, planning new schools, upgrading of schools, construction and resource distribution programmes.
- State-, district-, township-, municipal- and school-level analysis and monitoring of various types of issues/problems and follow-up action taken by the concerned authorities.
- Strategic planning: providing reports to plan and monitor the education sector.
- Facilitating other initiatives such as the School Quality Standards Assurance Framework (SQSAF).

The Education Portal will have the following functions:

1. Manage information for each administrative level within the MOE.
2. Collect, store, analyse and report on information covering all aspects of basic education schools and higher education institutions, including student assessment, school finances, school infrastructure, pupil enrolment and attendance, and teaching and non-teaching staff. Schools and institutions with computers and internet access will be able to input data directly into the Portal and generate reports that are relevant to each respective school or institution.
3. Store information obtained by MOE from other line ministries and education stakeholders including data from TVET, preschools and AE.

Component 4: Development of the Performance Monitoring and Accountability System (PeMAS) dashboard

To support mainstreaming performance monitoring and evidence-based decision making across the national education system, the MOE will explore the establishment of a PeMAS dashboard.

The PeMAS dashboard is a software program that will display the most important performance monitoring data on one integrated system for the easy and immediate access by senior officials and managers anytime, anywhere, such as KPIs for the NESP programmes, quality assurance data from schools and educational institutions, EMIS data and data on examinations. The PeMAS dashboard will only be established when these education databases have been strengthened and/or fully established at the MOE.

An important lesson from international research and best practices in other countries is not to design management information systems with a huge volume of data, as this will simply overwhelm senior officials and managers. Therefore, an accessible and practical performance monitoring system must present the most important information to track on a weekly, monthly or quarterly basis.

There is an enormous amount of data generated from management information systems within the MOE, such as the examinations database, EMIS and HRIS. However, much of this data is not relevant to monitor on a regular basis for evidence-based decision making.

Furthermore, this data cannot be used by senior officials and managers to hold head teachers and teachers to account for their performance.

Without access to quality (accurate and timely) data, the oversight, management roles of senior officials are seriously undermined. PeMAS performance data will enable senior managers to see what is being achieved in the government-funded programmes they are responsible for. With this information senior officials can then hold their staff to account for then performance.

A key distinction between the PeMAS dashboard and the Education Portal is that the dashboard will focus on a selection of the most important performance data for senior officials and managers to track on a regular basis. The Education Portal will be a comprehensive data warehouse for all MOE data. The PeMAS dashboard will present performance data covering five integrated modules. These modules are discussed in greater detail in Annex 13.3.

Component 5: Institutionalise education sector annual planning

To strengthen annual sector-wide planning, the MOE will establish a new management system involving a joint Annual Sector Performance Review (APR) (held in April each yea. eg, after the end of the fiscal year) and a joint Annual Sector Budget Review (ABR) (held in Sept/Oct each year). The APR will assess the achievement of results across the sector over the previous 12 months, while the ABR will undertake a rigorous technical review of the NESP Annual Priorities Plan to be included submision in the forthcoming MOE budget. The APR and ABR are outlined in Annex 13.4.

S2c • Management Tools

Component 6: Provide basic ICT tools and undertake pilots using new ICTs

The overall aim of this component is to provide an integrated package of basic ICT tools – computers, printers, internet access, ICT consumables and ICT service support – to strengthen education management efficiency and effectiveness at all levels of the national education system.

The first step will involve a national review of lessons learnt from MOE and development partner investments in providing basic ICT tools to sub-national offices. It is essential to understand that factors that enable offices to actively use and maintain basic ICT tools. Following this review, the MOE will draft a Basic ICT Tools Investment Plan, which will provide a detailed 'roadmap' to provide basic ICT tools to offices across the national education system. This plan will be submitted to the EC for approval, funded and then implemented.

Under this component the MOE will pilot, and take to scale where proven to be effective, use of tablet computers or mobile devices to collect and automatically report annual data collected from schools and educational institutions. In addition, pilots will be under to between content and support teachers using mobile devices.

13.3.3 • Strategy 3: Strengthen the capacity of education managers to successfully undertake education reforms

The MOE is well aware of the crucial role that will be played by senior officials and education managers at all levels of national education system successfully implement the NESP. Senior officials and managers must have knowledge and skills in order to successfully implement NESP programmes.

The MOE has made impressive progress in recent years in strengthening human resource capacity. The most notable achievements are participation of staff in: (i) international study tours and conferences; (ii) technical training courses funded by the government and development partners, including international NGOs and overseas universities; (iii) CESR Phase 1 and 2 research, including in-depth data analysis and report drafting over a three-year period; (iv) CESR Phase 3 evidence-based strategic planning to draft the Quick Wins Programme for 2015–16 and the NESP; and (v) overseas training courses.

However, the MOE recognises that much more needs to be done to establish the required capacity to successfully implement the NESP programmes over the coming five years. Importantly, capacity must be built systematically so that managers at all levels of the system can access and apply new knowledge and skills.

This strategy is the one most important for the NESP. Without strengthening human resources it will simply not be possible to successfully implement the NESP programmes to reach all schools and educational institutions, teachers and students. Furthermore, government and development partner investments in the education sector and the achievement of results rely on effective education sector management.

Three components will be implemented under a Leadership and Capacity Development Programme.

Component 1: NESP Annual Capacity Development Plan (CDP)

Under the NESP, the MOE will develop and implement an Annual Capacity Development Plan (CDP) that will describe a range of capacity development initiatives for education managers at head office, state and region, district and township levels, such as formal face-to-face training, action research, pilot programmes, study tours, exchange visits, information dissemination, conferences, innovative management tools and technical assistance.

The CDP will be closely aligned with the NESP Annual Priorities Plan and linked Department Annual Implementation Plans discussed above.

Capacity development for managers and teachers from schools and educational institutions, such as head teachers, teachers, teacher educators, principals of TVET training centres and teacher education institutions, faculty and university rectors, has been mainstreamed in the NESP sub-sector chapters and reports and so it will not be covered under the CDP. Capacity development for these managers will be the responsibility of implementing departments.

Component 2: Education Management Training Programme

To address the capacity-building needs of education officers working at all levels of the national education system the MOE will develop and implement a series of practical, skills-focused and customised education management courses based on the documented capacity development needs of officers working at headquarters, states/regions, district and township levels. The courses will include short courses and longer-term accredited courses, such as a part-time diploma or certificate in education management.

The courses will use the latest international best practice teaching methods to efficiently transfer knowledge and skills to participants, such as case study assignments, work-based individual assignments, structured learning placements in national and international organisations and action research projects.

All organisations offering respective courses will be required to test and measure the skills and knowledge acquired by participants through such methods as entry and exit tests, course evaluations and marked assignments.

Component 3: Executive leadership and mentoring

Effective and dynamic leadership plays a central role in the overall success of the NESP. Therefore, this component will focus on strengthening leadership among senior education officials through the implementation of an Executive Leadership and Mentoring Programme. This programme will involve a combination of short professional training courses and individual mentoring. A key focus of this programme will be on evidence-based decision making.

13.4 • Results frameworks

13.4.1 • High-level results framework

Transformational Shift: Education Managers at all levels apply evidence-based decision making and demand accountability for improved teaching and learning in schools and educational institutions			
Strategies	Strategy 1: Strengthen and sustain sector-wide, sub-sector and sub-national co-ordination mechanisms	Strategy 2: Strengthen education sector management structures, systems and tools	Strategy 3: Strengthen the capacity of education managers to successfully undertake education reforms
End Outcomes	Active and constructive participation by government ministries and non-governmental stakeholders in sector-wide, sub-sector and sub-national co-ordination mechanisms improve access to quality education	Empowered education managers make evidence-informed decisions and hold schools and educational institutions to account for their performance	Improvement among education managers in terms of knowledge and skills to successfully implement their NESP programmes and budgets
Outcome Indicators	Presence or absence of sector-wide, sub-sector and sub-national co-ordination mechanisms found to be functioning well and fulfilling approved ToRs (based on an independent assessment) Presence or absence of sector-wide, sub-sector and sub-national co-ordination mechanisms found to have contributed to better management and decisions that have positively influenced teaching and learning in schools (based on an independent assessment)	Percentage of education managers surveyed who were able to show how they used available evidence to inform their management decisions Percentage of education managers surveyed who were able to show how they used available evidence to allocate resources Percentage of township education managers surveyed who were able to show how they used available evidence to hold school head teachers and teachers to account for their performance	Percentage of education managers surveyed who can show evidence of how they have used their new knowledge and skills to successfully implement their NESP programmes and budgets Percentage of education managers surveyed who achieved an overall NESP programme implementation performance score of 65 per cent and above

13.4.2 • Intermediate results framework to achieve Strategy 1

Strategy 1: Strengthen and sustain sector-wide, sub-sector and sub-national co-ord. mechanisms		
Programme to achieve the strategy: Sub-national Co-ordination Programme		
Programme Components	C1: Strengthen State/Region, District and Township Education Committees	C2: Partnerships with states and regions
Intermediate Outcomes	Inclusive and participatory state, region, district and township education committees, supported with small administrative grants from the MOE, implement Annual Action Plans to improve access to education	Rapid Assessments and Education Development Plans completed in all states and regions States and regions start implementation of their Education Development Plans
Intermediate Targets (by end of 2018–19)	40 per cent of state, region, district and township education committees are able to provide evidence of improvements that have been made in access to and/or quality of education in the jurisdictions they are responsible for	100 per cent of states and regions completing Rapid Assessments and linked Education Development Plans 44 per cent of states and regions can provide evidence of starting implementation of their Education Development Plans

13.4.3 • Intermediate results framework to achieve Strategy 2

Strategy 2: Strengthen education sector management structures, systems and tools			
Programme to achieve the strategy: Education Management Systems and Tools Programme			
Programme Components	C1: Establish the NESP Coordination Committee, Programme Management Teams (PMTs) and the NESP Secretariat	C2: Develop NESP Annual Priorities Plan and an NESP Annual Monitoring and Evaluation Plan	C3: Strengthen EMIS and HRIS and develop the Education Portal
Intermediate Outcomes	NESP Secretariat and Department PMTs fully operational and staffed	DAIPs developed, approved and funded Annual Monitoring and Evaluation Plans developed and implemented	Strengthened capacity of MOE to manage and analyse education data for improved planning, management, monitoring and evaluation, and to manage processes and operations within the education administration, including HR and financial management
Intermediate Targets (by end of 2018–19)	Department PMTs actively implement the NESP programmes they are responsible for	100 per cent of DAIPs are developed and approved starting in year 2 of the NESP 70 per cent of DAIPs are funded	The Education Portal is operational in all education offices under administration of the MOE, with data available for all education sub-sectors

Strategy 2: Strengthen education sector management structures, systems and tools			
Programme to achieve the strategy: Education Management Systems and Tools Programme			
Programme Components	C4: Development of the Performance Monitoring and Accoutability System (PeMAS) dashboard	C5: Institutionalise education sector annual planning	C6: Provide basic ICT tools and undertake pilots using new ICTs
Intermediate Outcomes	Senior MOE Officials use PeMAS dashboard data to hold managers to account for their performance	Recommendations from the Annual Education Sector Performance Review (APR) are acted upon by senior MOE officials	All districts and townships with access to electricity are using basic ICT tools and back-up technical support
Intermediate Targets (by end of 2018–19)	PeMAS dashboard software designed, tested, launched and in use at national and sub-national offices (state/region)	One APR is held each year 50 per cent of APR recommendations are successfully addressed	50 per cent of districts and townships with access to electricity have staff capacity, funding and back-up technical support to use and sustain basic ICT management tools

13.4.4 • Intermediate results framework to achieve Strategy 3

Strategy 3: Strengthen the capacity of education managers to successfully undertake education reforms			
Programme to achieve the strategy: Leadership and Capacity Development Programme			
Programme Components	C1: NESP Annual Capacity Development Plan	C2: Education Management Training Programme	C3: Executive Leadership and Mentoring
Intermediate Outcomes	The capacity of MOE officers is strengthened through a range of different capacity development interventions outlined in the NESP Capacity Development Plan	MOE HQ and state/region officers graduate from education management training courses and are more effective in managing education programmes	Senior officials actively participate in the Executive Leadership and Mentoring Programme, and they are more effective in leading and managing change within the MOE
Intermediate Targets (by end of 2018–19)	50 per cent of NESP Capacity Development Plan is fully funded and successfully implemented	50 per cent of MOE HQ and state/region officers graduate from education management training courses	65 per cent of senior officials actively participate in the Executive Leadership and Mentoring Programme

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CHAPTER 14

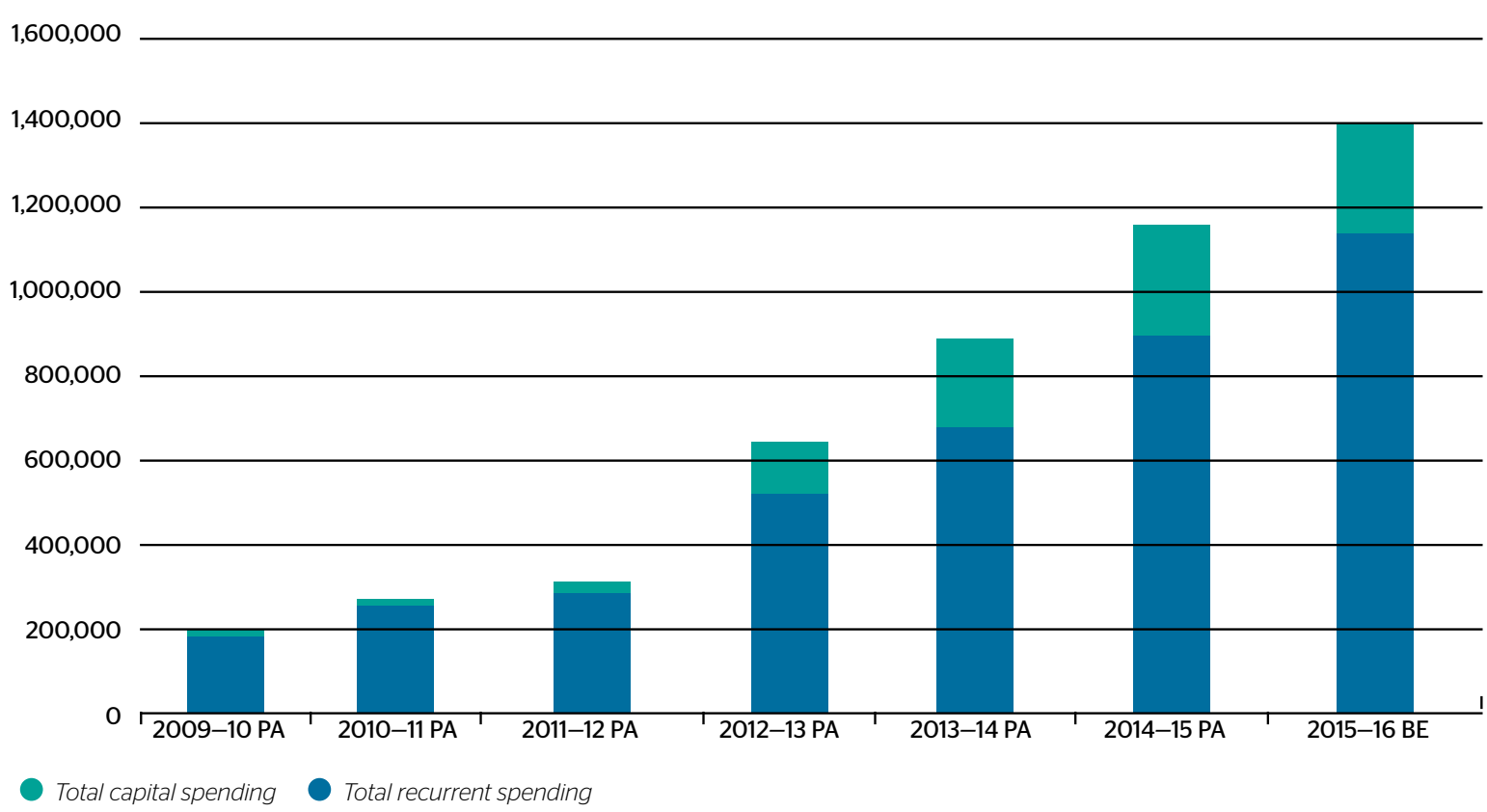
Financing the National Education Strategic Plan

14.0 • Introduction

The government has significantly increased public spending on education in recent years, which demonstrates a strong commitment to improving access to quality education services for students across the national education system. Funding for education increased from 200,000 million MMK in 2009–10 to 1,399,000 million MMK in 2015–16 (see figure 14.1 below).

In addition, during this period there have been commendable efforts made to prioritise quality-focused investments across the sector, such as instructional materials, school grants and stipends, and school infrastructure. Furthermore, the government has increased teacher salaries nearly fourfold between 2011–12 and 2014–15.

Figure 14.1: Ministry of Education, total spending, million MMK (2009–10 to 2015–16 - Fiscal Years)



Source: MOE, 2015

Note: (PA) refers to Provisional Actual spending, (RE) means Revised Estimate and (BE) means Budget Estimated.

Table 14.1: Sources of financing for the education sector (2009–10 to 2013–14 - Fiscal Years)

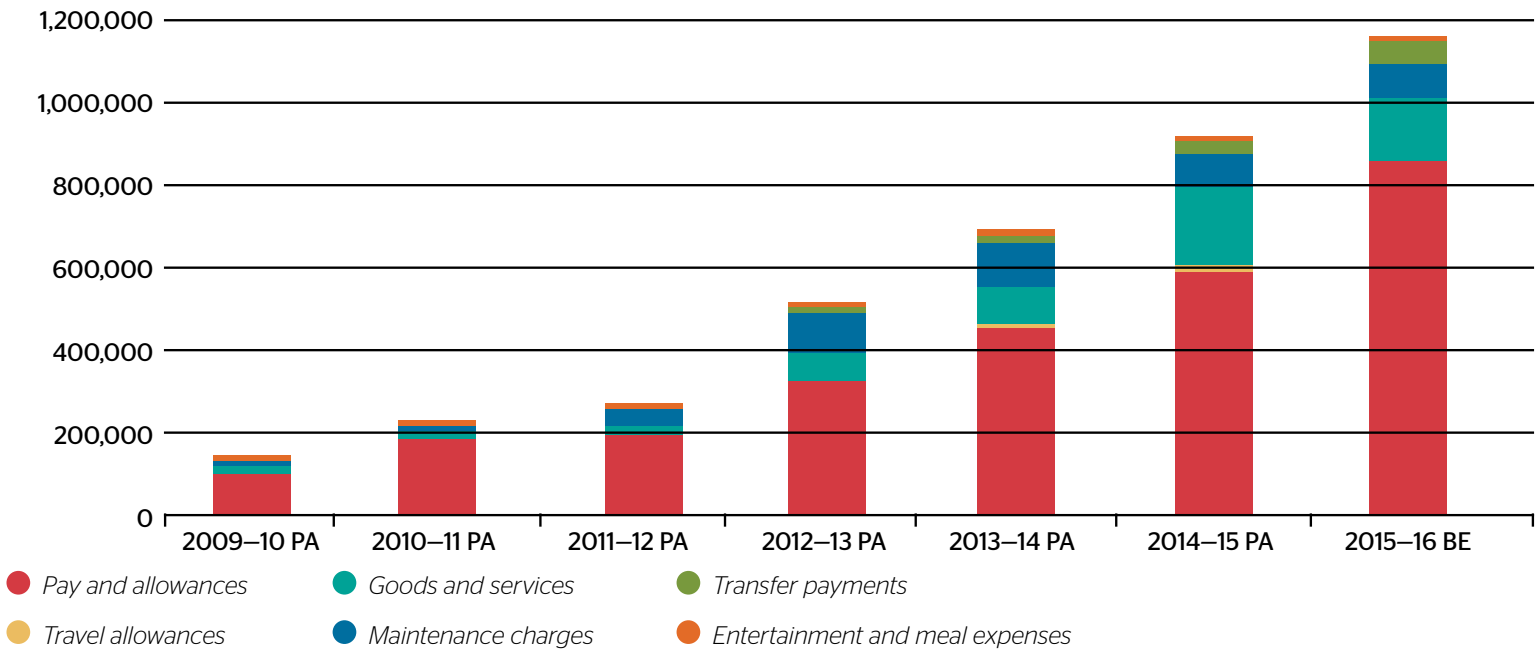
Sources of education finance	2009–10 (PA) %	2010–11 (PA) %	2011–12 (PA) %	2012–13 (RE) %	2013–14 (BE) %
Government spending on education	31	36	38	59	66
Household spending on education	63	59	58	38	30
External donor support for education	6	5	4	3	5

Source: MOE, 2015

Importantly, the government has shifted the responsibility for financing education away from households and to the public sector. In 2009–10, households were providing 63 per cent of the total cost of education, while the government was providing 31 per cent. In 2013–14, this trend was reversed with the government now providing 66 per cent and households 30 per cent (see Table 14.1 above). Reducing the education system's dependency on household expenditure has been a positive step towards improving access.

The majority of the increase in education financing in recent years is due to higher recurrent spending, which rose from 274,000 MMK million to 1,130,000 MMK million. Figure 14.2 below shows that the main driver of the increase in recurrent spending was the rise in pay and allowances. Between 2011–12 and 2015–16 this spending item nearly quadrupled. This is because the government raised teacher and civil servant salaries and recruited new teachers (29,000 new teachers were hired in 2013–14 and 43,000 in 2014–15).

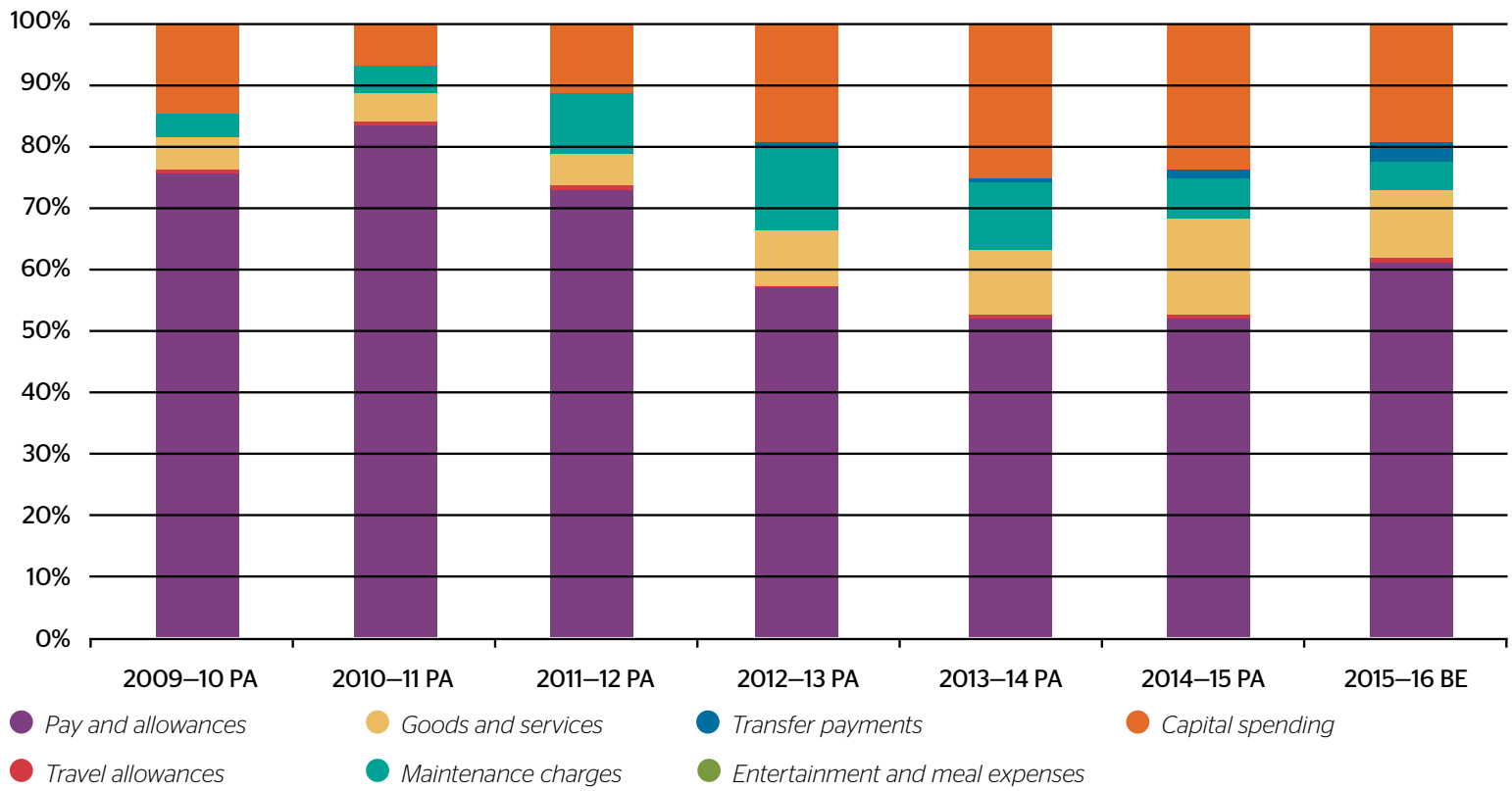
Figure 14.2: Ministry of Education, recurrent spending, million MMK (2009–10 to 2015–16 - Fiscal Years)



Source: MOE, 2015

Note: PA refers to Provisional Actual spending and BE means Budget Estimated.

Figure 14.3: Ministry of Education, total spending composition



Source: MOE, 2015

Note: PA refers to Provisional Actual spending and BE means Budget Estimated.

Despite recent increases in teacher and civil servant salaries and the number of teachers on the payroll, the proportion of the MOE's budget spent on pay and allowances has fallen from 75 per cent to just over 60 per cent in six years (see figure 14.3). At the same time capital expenditure, goods and services and maintenance budgets have made up a greater share of total education expenditure. These changes in spending composition are due to the implementation of MOE policies to achieve free education as well as the subsequent increase in the number of students.

Table 14.2 shows there was a particularly large increase in the number of students between 2012–13 and 2013–14, enabling Myanmar to surpass the Education For All (EFA) target for net intake. Alongside hiring new teachers, 3,234 additional classrooms were built in 2013–14 to accommodate the new students, which explains the large increase in capital expenditure in 2012–13 and 2013–14 illustrated in Figure 14.3. At the same time, the introduction of school grants, free textbooks and exercise books resulted in a large increase in the goods and services budget.

In addition to successfully managing significantly increased education finance the MOE has also focused attention on improving the efficiency or value for money of government investments in the sector. The MOE has de-concentrated some spending decision making to township offices and schools to support government decentralisation commitments outlined in the 2008 Constitution.

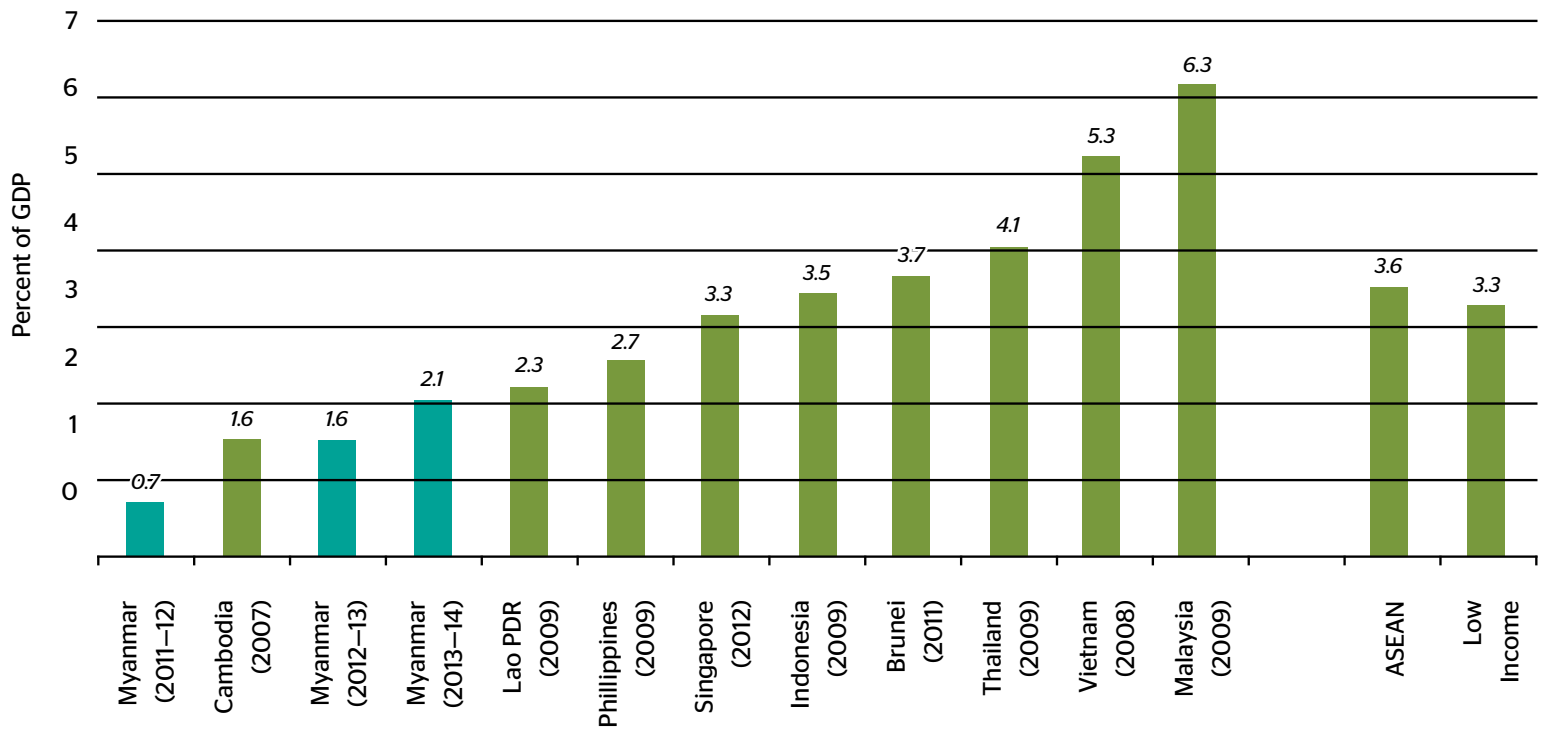
In 2012 primary schools-level started receiving a non-wage block grant (approximately MMK 50,000 - 100,000 per school twice per year - based on the number of students) to manage their recurrent expenditure and address their priorities. This initiative has been scaled-up (with support from development partners); primary schools received between MMK 800,000–1,600,000 per school in 2014–15, followed by middle and high schools in 2015–16. While there are some implementation challenges with the school grant programme, such as limited engagement with school committees and communities, weak monitoring and reporting and delays in fund transfers, overall this is a widely popular programme.

Table 14.2: Number and growth of classrooms, teachers and learners (2007–08 to 2013–14 - Fiscal Years)

	2007–08	2008–09	2009–10	2010–11	2011–12	2012–13	2013–14
Number of classrooms	39,398	39,421	39,445	39,519	39,722	39,947	43,181
Annual growth in classrooms		0.1%	0.1%	0.2%	0.5%	0.6%	8.1%
Number of teachers	259,332	261,472	265,369	273,346	277,644	280,090	281,759
Annual growth of teachers		0.8%	1.5%	3.0%	1.6%	0.9%	0.6%
Number of students	7,776,148	7,763,086	7,851,003	7,885,220	7,993,955	8,179,549	8,597,348
Annual growth of students		-0.2%	1.1%	0.4%	1.4%	2.3%	5.1%

Source: EFA, 2015 (originally from MOE). Note: the new contract teachers hired in 2013–14 are not included in this table.

Figure 14.4: Public spending on education as a % of GDP across ASEAN countries



Source: World Bank, 2015

Government spending on education as a percentage of GDP has grown from 0.7 per cent of GDP in 2011–12 to 2.1 per cent in 2013–14 (see figure 14.4). This commendable increase in two years reflects the growth in education budgets that outstripped spending in other sectors. Nevertheless, public education spending as a percentage of GDP in Myanmar remains lower than most regional counterparts. For instance, Figure 14.4 shows that Thailand spends 4.1 per cent of GDP on education (2009), while Singapore spends 3.3 per cent (2012).

Furthermore, EFA recommends education spending should be 5.4 per cent of GDP to reach key education targets by 2030 and the level in Myanmar is much lower than this. Aspirations to improve access, quality and equity of the Myanmar education system will place higher spending demands on the sector. As a result, to reach the attainment levels of some of its peers Myanmar may have to raise finances further.

14.1 • Cost of the NESP 2016–17 to 2020–21

The annual and total cost of the NESP over five years was calculated using a customised simulation model to fit the specificities of the education system in Myanmar (EPSSim Myanmar). The model projects student numbers based on demographic data and education inputs based on policy targets. This data is then multiplied by unit cost figures to create cost estimates that form the basis of annual costs for NESP programmes.

The main cost drivers of the education costing model are: (a) student numbers (determined by demographic trends); (b) unit costs of the most substantial education inputs (i.e. teachers' salaries and classroom construction); (c) and education norms that can significantly change the number of students and teachers in the system (i.e. promotion rates or student-teacher ratios).

The results presented in this section are sector-wide and cover the whole scope of the NESP, i.e. they address all sub-sectors under the jurisdiction of the MOE. The baseline year used in the education costing model is the 2012–13 academic year and simulation results are projected up to the 2020–21 academic year (unless otherwise specified). The strategic, high-level system targets that are used in simulation model are listed in chapter 3, Table 3.1.

14.1.1 • Cost implications of the National Education Law (NEL)

A key factor that will affect education sector financing in the coming years is the recent passing of the NEL (2014) and the NEL Amendment (2015). The NEL commits to an extension of basic education to 12 years, which will add more two years to the existing high school level. The new system, called KG+12, will involve one year of kindergarten and an additional 12 years of primary, middle and high schooling.

The NEL also commits the government to free and compulsory basic education. To date the government has introduced this policy for primary schools and recently it has eliminated fees for middle and high school levels (but these remain non-compulsory).

14.1.2 • Cost scenarios of education provision

In the following section two scenarios are presented to illustrate the costs of implementing NESP strategies, programmes and programme components gradually or at a more ambitious rate. These two scenarios estimate the cost of implementing the NEL and NESP programmes.

1. The first scenario assumes slow implementation of NESP programmes. This scenario will be referred to as the 'low performance scenario'.
2. The second scenario assumes a more ambitious implementation of the NESP. This scenario will be referred to as the 'high performance scenario'.

Each performance scenario includes the costs of providing core education services as well as the costs of NESP programmes. The core costs cover the regular costs for operating the national education system, such as personnel costs (e.g. teacher salaries), operational costs and regular capital costs (e.g. refurbishment of school buildings), and the costs of NESP programmes and programme components outlined in the preceding chapters.

The NESP aims to improve access, quality and equity of the national education system. These aims will be measured through tracking changes in the achievement of strategic, high-level system targets outlined in chapter 3 (see Table 3.1), as well as evaluating the achievement of end outcomes listed in high-level results frameworks for each sub-sector.

NESP programmes focusing on improving access to quality education are expected to positively impact promotion and transition rates as more students will stay in school and transition to complete middle and high school grades. Therefore, the high performance scenario shows larger improvements in system targets over five years than the low performance scenario (see Table 3.1).

a • Cost of NESP low performance scenario

This scenario illustrates how much education services will cost over the next five years if 80 per cent of NESP programme activities are implemented. Even under this scenario the cost of education more than doubles over the five-year period. There are various reasons for this.

Table 14.3: Total cost of education provision under the low perfromance scenario, million MMK (2016–17 to 2020–21 - Fiscal Years)

Sub-sectors	2016–17	2017–18	2018–19	2019–20	2020–21	Over 5 years
Preschool & Kindergarten	178,656	241,796	281,097	345,076	396,753	1,443,378
Basic Education	978,320	1,373,466	1,756,316	1,896,112	1,903,542	7,907,756
Alternative Education	63,266	264,917	273,338	342,902	418,386	1,362,809
TVET	408,805	448,289	479,531	516,772	558,003	2,411,400
Higher Education	95,235	126,967	150,466	171,946	202,115	746,729
Management, Capacity Devel. & Quality Assurance	108,387	114,996	119,923	126,248	133,037	602,591
Total	1,832,669	2,570,431	3,060,671	3,399,056	3,611,836	14,474,663

Source: Education simulation model, January 2016

Table 14.4: Total cost of education provision under the NESP high performance scenario, million MMK (2016–17 to 2020–21 - Fiscal Years)

Sub-sectors	2016–17	2017–18	2018–19	2019–20	2020–21	Over 5 years
Preschool & Kindergarten	282,181	248,959	286,377	353,786	399,478	1,570,781
Basic Education	1,174,241	1,337,555	1,740,887	1,903,622	1,948,884	8,105,189
Alternative Education	157,874	225,766	291,159	364,008	446,813	1,485,620
TVET	436,081	497,306	553,444	619,290	693,595	2,799,716
Higher Education	95,287	123,343	147,972	169,847	199,239	735,688
Management, Capacity Devel. & Quality Assurance	108,511	115,317	120,006	126,475	132,729	603,038
Total	2,254,175	2,548,246	3,139,845	3,537,028	3,820,738	15,300,032

Source: Education simulation model, January 2016

They include: government's plan to expand preschool; commitment to provide free and compulsory education; teacher salary increase; and expansion and upgrade of TVET and higher education. In addition, the NESP interventions and associated improvements in enrolment rates at all levels raising schooling costs further. According to Table 14.3, the total cost of this scenario between 2016–17 and 2021–22 is 14,474,663 million MMK. As expected the cost of education increases year on year in all sub-sectors.

b • Cost of NESP high performance scenario

Table 14.4 shows that the total cost of the high NESP performance scenario between 2016–17 and 2020–21 is 15,300,032 million MMK. The NESP high performance is more expensive because it includes a larger package of NESP interventions and the more ambitious improvements in enrolment rates (system targets).

14.2 • Level of financial resources for education between 2016–17 and 2020–21

The aim of this section is to examine whether there will be sufficient resources to finance the planned improvements in education services outlined in the NESP. Education finance is currently made up of public finance, household expenditure and development partner assistance. While the primary source of finance for education provision will be the public budget, households and development partners will have an important but more modest role to play.

Two scenarios are presented to account for the unpredictable nature of future resource commitments. The first is a 'low resource' scenario where public and development partner finance show modest growth over the NESP period, while household expenditure falls slowly on account of government efforts to absorb a higher burden of education finance.

The second scenario is a 'high resource' scenario, which assumes both public finance and development partner resources grow at a faster rate, but this is marginally offset by a higher reduction in household expenditure.

14.2.1 • Government finance

Public finance is the main source of funding for education in Myanmar and it is expected to continue to grow during NESP implementation. As future ceilings for government ministries are not available, projected budget ceilings for education are derived from recent spending behaviour.

Under the low resource scenario public finance for education as a share of GDP will remain constant over the five years of the NESP. This assumes public education finance will increase in absolute terms, but spending increases will be in line with improvements in economic activity. Under this scenario, spending will increase by 10 per cent per year and spending as a proportion of GDP will remain at 2.3 per cent between 2016–17 and 2020–21 (see Table 14.5). This is considered to be a low scenario because government spending on education as a percentage of GDP is low in comparison to regional experience. Under the low resource scenario total public education expenditure will reach 2,253,125 million MMK by the end of the NESP (see Table 14.5).

Table 14.6 shows that total public finance expenditure as a percentage of GDP will rise from 2.4 per cent in 2016–17 to 3 per cent in 2020–21 in this scenario. Total public education expenditure will reach 3,583,919 million MMK by the end of the NESP.

Spending 3 per cent of GDP on education is below global education finance targets, but this scenario illustrates an incremental and pragmatic approach to improving spending while allowing for competing sector priorities and absorptive capacity in the MOE. This level is also above some regional peers and only 3 percentage points lower than government spending in Singapore, as shown in figure 14.4. Furthermore, under this scenario government education finance as a percentage of GDP will have increased from 0.7 per cent in 2011–12 to 3 per cent in 2020–21 (2.3 percentage points in ten years), which is substantial.

14.2.2 • Household expenditure

The second largest source of education financing is household expenditure. However, the exact size – both current and future – of this investment is difficult to determine due to limited data on current levels and distribution of household education spending. The Integrated Household Living Conditions Assessment (2009–10) provides data on household expenditure, (see figure 14.5), however, many of the largest expenditure items are now financed by the government. Therefore, in this chapter it is assumed that household expenditure has significantly

Table 14.5: Government finance on education, low resource scenario, million MMK (2016–17 to 2020–21 - Fiscal Years)

Government finance for education	*2016–17*	*2017–18*	*2018–19*	*2019–2020*	*2020–21*
Total government education finance	1,538,915	1,692,806	1,862,087	2,048,295	2,253,125
Increase in total government education finance per year	10%	10%	10%	10%	10%
Total govt. education finance as % of GDP	2.30%	2.30%	2.30%	2.30%	2.30%

Source: MOE, 2015

Table 14.6: Government finance on education, high resource scenario, million MMK (2016–17 to 2020–21 - Fiscal Years)

Government finance for education	*2016–17*	*2017–18*	*2018–19*	*2019–20*	*2020–21*
Total government education finance	1,688,609	2,038,151	2,460,048	2,969,279	3,583,919
Increase in total government education finance per year	20.70%	20.70%	20.70%	20.70%	20.70%
Total government education finance as % of GDP	2.40%	2.60%	2.70%	2.90%	3.00%

Source: MOE, 2015

declined over the last few years and it will continue to fall in the coming years with implementation of the free and compulsory education policy covering basic education.

Under the low resource scenario household expenditure will decline at a slower rate than the high resource scenario. This follows the logic that higher levels of government and development partner finance will allow for a larger scale-down of household expenditure. So, under the high resource scenario household expenditure will fall by 5 per cent per year, while under the low resource scenario household expenditure will fall by 2.5 per cent per year (see table 14.7).

14.2.3 • Development assistance

Mirroring the growth of public finance for education, contributions from development partners have also risen over the last five years. In 2009–10 aid for education was approximately 40.5 MMK billion, which rose to an estimated 86.9 MMK billion in 2013-14. Despite the doubling of aid it is equivalent to approximately five per cent of financing for education, much lower than both household and government spending.

Under the low resource scenario annual contributions from development partners are assumed to equal 96.9 MMK billion a year (see Table 14.8). This is the annual average of current programmed development assistance for education over the NESP period (see Annex 14.1). Under the high resource scenario development assistance is expected to increase by 10 per cent per annum, accounting for additional commitments from donors (see Table 14.8).

Figure 14.5: Composition of household spending on education (2009–10)

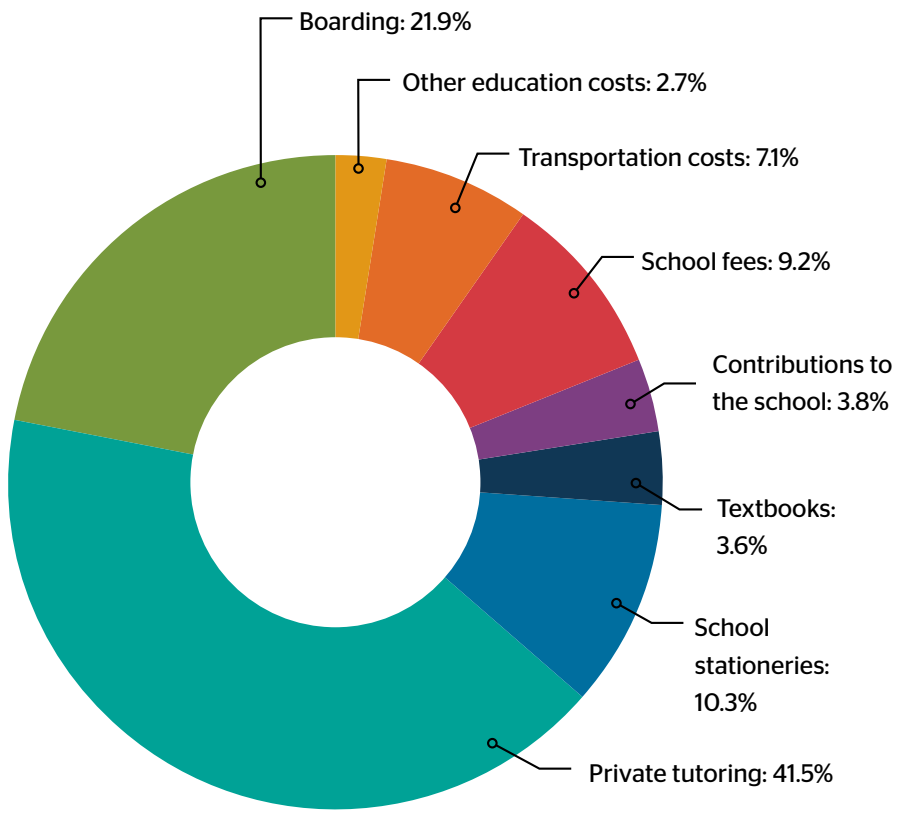


Table 14.7: Household expenditure on education, million MMK (2016–17 to 2020–21 - Fiscal Years)

Household Education Expenditure	2016–17	2017–18	2018–19	2019–20	2020–21
Low resource scenario (slow decline)	253,735	247,546	241,509	235,618	229,871
High resource scenario (faster decline)	253,735	241,652	230,145	219,186	208,748

Source: MOE, 2015

Table 14.8: Development assistance for education, million MMK (2016–17 to 2020–21 - Fiscal Years)

Development assistance	2016–17	2017–18	2018–19	2019–20	2020–21
Low resource scenario	96,896	96,896	96,896	96,896	96,896
High resource scenario	96,896	106,586	117,244	128,969	141,865

Source: MOE, 2015

The government will need to record and monitor development partner commitments and disbursements that support NESP programmes. Even though the government will be the primary financier of education, donors provide an important additional source of finance. As a result, efforts should be made to guarantee aid is targeted to priority NESP programmes and spent effectively.

Tables 14.9 and 14.10 illustrate the total resources projected under both the low and high resource scenarios.

Table 14.9: Summary of total resources available for education under the low resource scenario, million MMK (2016–17 to 2020–21 - Fiscal Yrs)

Source of education finance	2016–17	2017–18	2018–19	2019–20	2020–21
Government expenditure	1,538,915	1,692,806	1,862,087	2,048,295	2,253,125
Household expenditure	253,735	247,546	241,509	235,618	229,871
Development assistance	96,896	96,896	96,896	96,896	96,896
Total	**1,889,546**	**2,037,248**	**2,200,492**	**2,380,809**	**2,579,892**

Source: MOE, 2015

Table 14.10: Summary of total resources available for education under the high resource scenario, million MMK (2016–17 to 2020–21 - Fiscal Yrs)

Source of education finance	2016–17	2017–18	2018–19	2019–20	2020–21
Government expenditure	1,688,609	2,038,151	2,460,048	2,969,279	3,583,919
Household expenditure	253,735	241,652	230,145	219,186	208,748
Development assistance	96,896	106,586	117,244	128,969	141,865
Total	**2,039,240**	**2,386,389**	**2,807,437**	**3,317,434**	**3,934,532**

Source: MOE, 2015

14.2.4 • Financing gap for education provision according to the two performance scenarios

The potential funding gap for education provision over the NESP period, according to the two performance scenarios and two resource ceilings, are illustrated in Tables 14.11 and 14.12 below. The size of the funding gap is visualised in figure 14.6.

The key findings from the funding gap analysis are:

- With the robust economic development and increase in education budget in recent years, Myanmar is in a favourable environment to further expand domestic resources for education.
- At the same time, however, it is necessary to carefully prioritise, sequence and streamline NESP programmes and programme components. Even under the high resource scenario, resources will be insufficient to fund the full implementation of the NESP.
- If the NESP is implemented in full to achieve the high performance targets, the financing gap will be 4,212,045 million MMK under the low resource scenario and 815,000 million MMK under the high resource scenario.
- Based on these finance and cost scenarios it will be clearly necessary for both the government and development partners

to increase funding to the education sector to ensure that there are sufficient financial resources to fully implement the NESP as well as the commitments outlined in the NEL. At the same time, alternative sources of funding such as the private sector should be explored.

It is important to highlight that the figures presented in this chapter are indicative only. They are based on a combination of recent education system data (e.g. EMIS), estimated unit costs, as well as key assumptions and projections and related information available at the time of drafting the NESP, and they are likely to change substantially over time. Therefore, it is necessary to review these figures on a regular basis during implementation of the NESP.

Table 14.11: Funding gap for education provision under the low resource scenario, million MMK (2016–17 to 2020–21 - Fiscal Years)

		2016–17	2017–18	2018–19	2019–20	2020–21	Over 5 years
NESP low performance	Cost	1,832,669	2,570,431	3,060,671	3,399,056	3,611,836	14,474,663
	Low resources	1,889,546	2,037,248	2,200,492	2,380,809	2,579,892	11,087,987
	Financing gap	56,877	-533,183	-860,179	-1,018,247	-1,031,944	-3,386,676
NESP high performance	Cost	2,254,175	2,548,246	3,139,845	3,537,028	3,820,738	15,300,032
	Low resources	1,889,546	2,037,248	2,200,492	2,380,809	2,579,892	11,087,987
	Financing gap	-364,629	-510,998	-939,353	-1,156,219	-1,240,846	-4,212,045

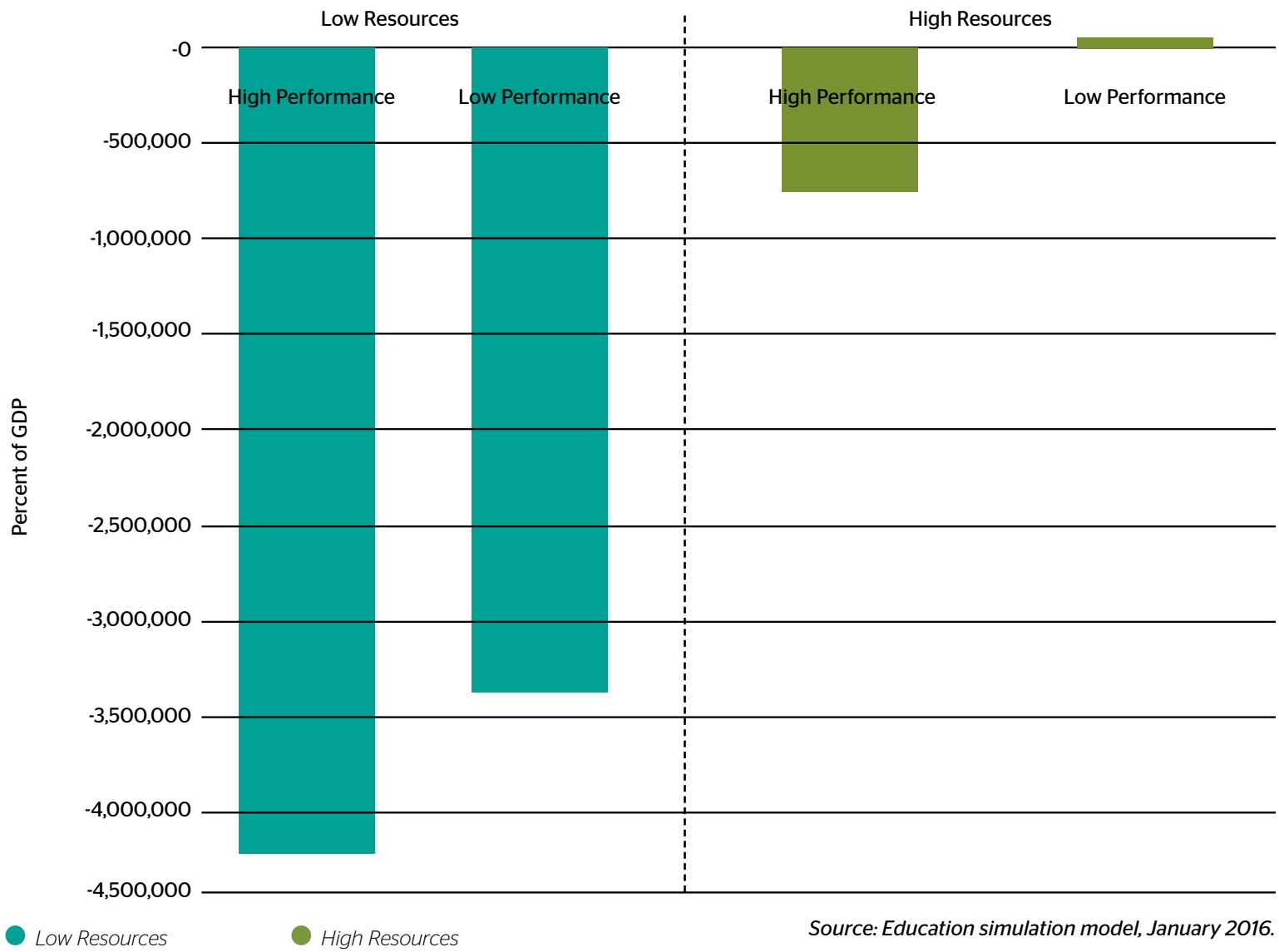
Source: Education simulation model, January 2016. Notes: Funding gap is the difference between the total costs for the scenario and the resources for education.

Table 14.12: Funding gap for education provision under the high resource scenario, million MMK (2016–17 to 2020–21 - Fiscal Years)

		2016–17	2017–18	2018–19	2019–20	2020–21	Over 5 years
NESP low performance	Cost	1,832,669	2,570,431	3,060,671	3,399,056	3,611,836	14,474,663
	High resources	2,039,240	2,386,389	2,807,437	3,317,434	3,934,532	14,485,032
	Financing gap	206,571	-184,042	-253,234	-81,622	322,696	10,369
NESP high performance	Cost	2,254,175	2,548,246	3,139,845	3,537,028	3,820,738	15,300,032
	High resources	2,039,240	2,386,389	2,807,437	3,317,434	3,934,532	14,485,032
	Financing gap	-214,935	-161,857	-332,408	-219,594	113,794	-815,000

Source: Education simulation model, January 2016. Notes: Funding gap is the difference between the total costs for the scenario and the resources for education.

Figure 14.6: Visualisation of funding gap for education, million MMK (2016–17 to 2020–21



Source: Education simulation model, January 2016.

14.3 • Quality and equity of education finance

14.3.1 • Quality of education finance

Measuring the quality of education spending is often undertaken through examining the education-related results the expenditure has helped achieve. Currently accessing this information is difficult as assessments of learning outcomes are still being standardised and there is limited information on education outputs. Under the NESP several interventions are planned which will provide a more comprehensive analysis of the quality of education spending, such as improved learning assessments, strengthening EMIS and school-based quality assurance assessments. These initiatives will provide useful information on whether investments are having the desired impact on learning achievement and what options there might be for senior officials to distribute resources differently to achieve improved outcomes.

Nevertheless, the current high drop-out and non-completion rates, as well as the weak learning outcomes are having financial costs for the sector. Based on analysis of available data it takes 1.1 million new entrants to Grade 1 to produce approximately 110,000 high school graduates 11 years later. Furthermore, more than two-thirds of enrolled students fail their matriculation exam, which comes at a huge cost to the public sector as well as households who may be funding private tuition.

An alternative way to examine the quality of spending is to assess the management of public resources. This will help determine whether resources are being spent efficiently and according to government priorities. The government is making good progress in this area through implementing public financial management (PFM) reforms outlined in a ten-to-15-year PFM reform strategy. Importantly, the ongoing PFM reforms will support efforts to foster accountability for improved service delivery. This will be achieved through improving transparency, strengthening formal accountability structures and undertaking PFM-related capacity building.

International experience has shown that significant improvements can be achieved in the allocation of government resources, when a formal process is established to integrate planning and budgeting processes. This approach would provide the MOE with an opportunity to allocate resources to the key service delivery outcomes that senior officials would like to achieve.

14.3.2 • Equity of education finance

The government is implementing a number of policies to improve the equitable distribution of resources in Myanmar to compensate for variances in socio-economic circumstances. Income poverty has a clear impact on access to education in Myanmar. Children from poorer and more rural households are less likely to enrol, learn and complete basic education. Five years ago households from the richest income quintile in Myanmar were six times as likely to send their children to preschool than those from the poorest income quintile.

To date the government has made good progress in reducing the financial constraints to schooling that disproportionally affect children from the poorest households. These polices include reducing the financial burden on households by abolishing school fees, providing free educational inputs such as exercise books and textbooks, and establishing a stipend programme to help children stay in school. Under the NESP these activities will be expanded, along with new initiatives, such as expanding the school feeding programme and improving the proximity of schools to communities. In addition, NESP-supported reforms of curriculum, pedagogy, and assessment will play an important role in lowering private tutoring fees, which are the largest component of household expenditures on education.

As a more equitable education system develops in the coming years previously disadvantaged groups will have greater access to the benefits of education, and associated public resources will be shared amongst a larger portion of society, thus enabling a more equitable distribution of resources.

14.4 • Aligning the NESP to the budget cycle

The Ministry of Planning and Finance (MOPF) is responsible for co-ordinating the budget process and managing recurrent spending, and managing the capital budget. A summary of the annual budget process is presented in figure 14.7 and described on the following page.

At the start of the budget cycle township education officers document their recurrent needs based on reports from schools and inspectors. This information is then submitted to regional education officers, where it is reviewed and then submitted to the Department of Basic Education, MOE. The Finance Director and Budget Section the MOE then review and amalgamate all departmental recurrent budget proposals and submit them to the Ministry of Finance in September. Capital budget proposals are developed by MOE departments, scrutinised, combined and then submitted to the Ministry of Planning and Finance in August.

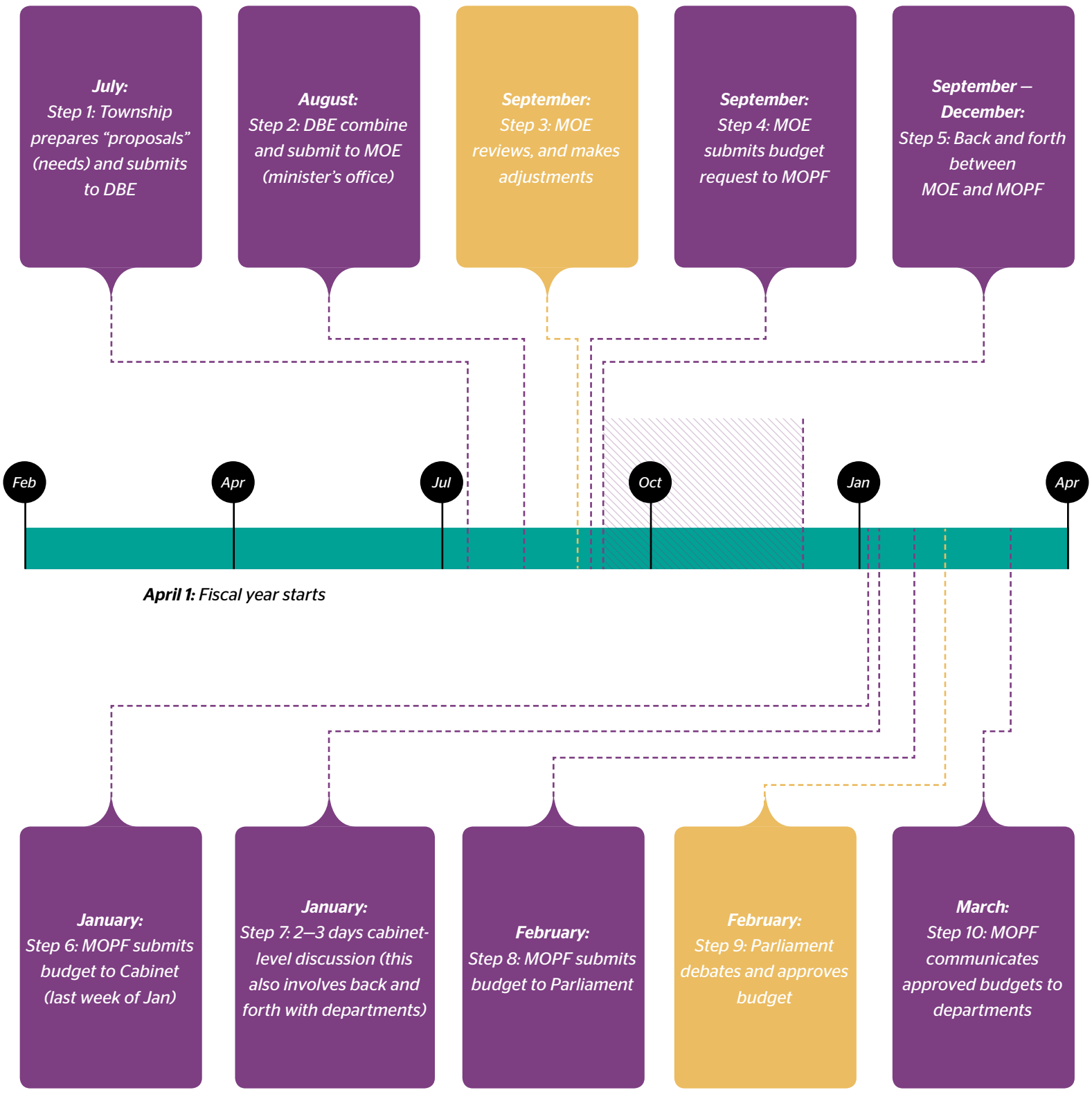
Between September and December adjustments are made to proposed allocations following negotiations between the Ministry of Planning and Finance and the relevant Ministry, after which the Ministry of Planning and Finance submits the final proposal to Cabinet in January. A small window to make final changes exists before the budget is submitted to Parliament in the beginning of February and approved that month.

The MOE has developed provisional cost estimates for NESP programmes and programme components over the period 2016–21. Each year the following steps will be taken in June and July to ensure that NESP programmes are adequately financed:

i At the start of the government budget cycle MOE implementing departments will draft costed Annual Priorities Plans.

ii The costs listed in the Annual Priorities Plans will then be divided according to the government's budget codes and fully integrated into their relevant department's budget. Where possible, they will be presented separately from ongoing costs, so that resources for NESP programmes will be easier to monitor.

Figure 14.7: Budget calendar for the preparation of the FY 2012–13 budget (MOE)



Source: World Bank, 2015

iii The combined MOE Annual Priorities Plan will include programme objectives and an explanation of how they will support and strengthen specific components within the education system. This plan will also outline the results of the planned activities, which will be used to measure value for money. This approach is in line with government-wide procedures regarding budget preparation and monitoring.

iv The MOE Annual Priorities Plan will also explain which programmes will be funded by the government and by development partners.

14.5 • Options for development partner funding

This section summarises options for donor funding to support the NESP. Many donors are currently in the process of developing programmes to support the education sector, as well as funding mechanisms, following the finalisation of the NESP. At present development partners are planning to support the NESP through two main channels:

1. Joint government-donor programmes with activities financed through pooled funding arrangements, such as the Multi-donor Trust Fund (MDTF).
2. Project-based funding by individual donors.

The first pooled mechanism that has been established in partnership with the MOE is the World Bank-led Decentralised Funding to Schools project. This is a four-year project that started in 2014 and it is funded by the government, World Bank and DFAT. The World Bank is providing US$80 million in loan finance, while DFAT is providing a US$20 million grant. This programme primarily supports the expansion and improvement of the government's school grants programme, but it also finances the student stipend programme as well as providing capacity building to support implementation. Currently there are plans to expand this project to include other activities, such as in-service continuous professional development. To finance this expansion the current donors plan to raise their contributions, while DFID and Danida may provide additional finance.

The second pooled facility is the planned Preparing Youth for the Workplace Programme (PYWP), expected to be supported by the Asian Development Bank (ADB) and a small number of co-financiers. It will run from 2021 to 2022. The core activities are: strengthening policy frameworks for workforce-responsive secondary education and TVET; supporting reforms of the secondary education curriculum (including curriculum contents, pedagogy and assessment); and introducing new competency-based TVET programmes, with a focus on equipping disadvantaged youth with skills urgently demanded in the labour market. The ADB plans to provide US$25.5 million in the form of a concessional loan for the PYWP; other co-financers have yet to be confirmed.

An additional potential source of multilateral partner support is the Global Partnership for Education (GPE). Once the NESP has been approved Myanmar will be eligible to seek accession to the GPE, and apply for finance and technical support from the GPE for both programme development and implementation. The maximum allocation Myanmar is eligible for is US$73.7 million over the next two years.

Annexes, Acronyms and Bibliography

Annexes

Chapter 3

Annex 3.1: Defining effective teaching under the NESP and measuring the NESP goal

There is an extensive body of international research evidence, based on observation studies from both low- and middle-income countries, on what constitutes effective teaching. The following three high-level messages have been drawn from this research to define effective classroom teaching under the NESP:

1 • Effective classroom teaching is defined as more interaction between the teacher and students

A 2013 systematic review of 489 published international research studies, combined with an in-depth analysis of 54 empirical studies, concluded that classroom interaction is the key to effective teaching.

2 • Interactive teaching is enabled by three practical teaching strategies

The 2013 review identified three teaching strategies to enable interactive teaching:

1. **Tailoring instructions, providing feedback and including all students**
   This includes tailoring instructions to specific students, and giving tests, homework and constructive feedback to all students, and including all students in lesson content and classroom discussions.
2. **Creating a safe and friendly learning environment**
   This will ensure that all students feel supported and encouraged in their participation and learning in the classroom. Also corporal punishment is not used or threatened.
3. **Drawing on the background, knowledge and experiences of students, and taking into consideration disparities in gender, ethnicity and learning ability**
   This helps to make lesson content relevant and meaningful for students, as opposed to lesson content being overly abstract and irrelevant to students' daily lives.

3 • Interactive teaching can be achieved through six effective teaching methods

The 2013 review identified six effective teaching methods that can achieve interactive teaching:

A Frequent and relevant use of visual aids and locally produced learning materials beyond the use of the textbook.

B Open and closed questioning.

C Expanding responses, encouraging student questioning.

D Demonstration and explanation.

E Drawing on sound subject content knowledge.

F Use of local languages.

The findings from the 2013 review are supported by a 2009 review of 800 meta-analyses involving over 50,000 studies of student learning achievement in developed countries. This review found that interactive classroom teaching strategies – such as reciprocal teaching, collaborative group work and peer tutoring, encouraging student verbalisation and teacher feedback – enhanced lesson content understanding, accelerated learning and raised learning outcomes.

These international research findings need to be adjusted based on findings from a baseline study on classroom teaching undertaken in 2012 in Myanmar. This study identified six main teaching methods currently in use in classrooms in Myanmar:

i **Traditional rote** – drilling, facts and routines through repetition.

ii **Recitation** – using short question/answer sequences to recall or test what is expected to be known.

iii **Instruction** – telling children what to do and how to do it.

iv **Exposition** – imparting information and explaining things.

v **Discussion** – asking students questions and exchanging of views and information, as well as problem solving between the teacher and all students in the classroom (i.e. classroom interaction).

vi **Dialogue** – co-construction of knowledge through open engagement with students, probing student answers and building on their contributions (i.e. classroom interaction).

While all six approaches have an important role to play in teaching and student learning research has found that Myanmar teachers are often limiting their classroom teaching to the first four methods listed above – traditional rote, recitation, instruction and exposition.

Teachers are not using the two main methods – discussion and dialogue – that international research has proven to have the greatest positive impacts on student learning achievement.

In Table 1 findings from the 2012 Baseline study, which involved 800 lesson observations in 200 primary schools across Myanmar, are presented. The data collected suggests that very few primary teachers are currently using the two main methods to promote interactive teaching – discussion and dialogue.

At this point the MOE has explained the national and international evidence base for the overall NESP goal and provided a clear definition of interactive classroom teaching (i.e. teachers using a combination of six interactive teaching methods -- traditional rote, recitation, instruction, exposition, discussion and dialogue).

The final evidence-based, high-level message to be considered under this review concerns sustaining interactive teaching in classrooms in schools and educational institutions throughout Myanmar. The following high-level message has been drafted based on the latest international research:

4 • Interactive teaching is sustained through continuous professional development (CPD)

Interactive classroom teaching can have a considerable impact on student learning achievement if it is supported by relevant CPD.

International research has shown that CPD can have a powerful effect on classroom teaching and student learning if it is: (a) sustained over time; (b) focused on teaching subject content, and (c) embedded in the classroom. A meta-analysis of well-designed experimental evaluation studies found that an average of 49 hours per year of CPD for teachers (approximately one hour per week) boosted student learning achievement by approximately 21 percentage points. In contrast, CPD between five to 14 hours per week showed no statistically significant effect on student learning achievement.

International research suggests that Myanmar teachers can be trained to incorporate all six interactive classroom teaching methods into their teaching. This involves including dialogue and discussion alongside more traditional methods, (rote, recitation, instruction and exposition), thereby improving student knowledge and critical thinking skills, and thus their learning achievement.

How will interactive teaching under the NESP goal be measured?

Improved classroom teaching listed in the NESP goal – i.e. interactive classroom teaching – will be measured during NESP implementation through two complementary activities:

1. School-based quality assurance assessments.
2. Sample-based research studies that examine the relationship between teaching methods and improvements in student learning achievement.

Quality assurance assessments

Under the NESP the MOE will develop and implement a ministry quality assurance system (MQAS) to mainstream education standards in all schools and educational institutions. This will be achieved through developing and implementing quality standards assessment frameworks in all sub-sectors. The MQAS is discussed in chapter 13.

Under the first phase of the EQAS the MOE will train township-based school inspectors to visit basic education schools to undertake quality standards assessments (QSAs) to measure the achievement of national quality standards.

The QSA tool that township inspectors will use to collect data during their school visits will include a dedicated section on the use of teaching methods in the classroom. Township inspectors will be required to undertake lesson observations during their school visit to measure how many of the six interactive teaching methods are being used in the classroom. This activity will provide useful quantitative data to schools and education managers (at township, district, state/region and national levels) on the extent to which the "improved classroom teaching" part of the NESP goal is being achieved.

Sample-based research studies

The MOE will support action research to document and disseminate best practices from teachers who are successfully using discussion and dialogue alongside the more traditional methods in their teaching to improve student learning achievement. This will enable the MOE to develop an evidence-based package of interactive teaching methods, tools and learning materials to support teachers in adopting interactive teaching in their classrooms. The proposed action research will also focus on examining the extent to which each of the six interactive teaching methods contributes to improved student learning achievement.

The sample-based research studies will provide invaluable complementary evidence on the application of interactive teaching in classrooms in different education institutions (basic education, TVET and higher). This research evidence will contribute to the MOE's understanding of the extent to which "improved classroom teaching" is being achieved under the NESP goal.

5 • How will student learning achievement under the NESP goal be measured?

Measurable improvements in student learning achievement listed in the NESP goal will be measured during NESP implementation through three complementary activities:

1. Grade 5, 9 and 12 national examinations.
2. Classroom assessment.
3. Sample-based research studies that measures student learning achievement, such as the Early Grade Reading Assessment (EGRA).

These three activities will provide robust, comprehensive information on changes occurring over time with regard to student learning achievement.

Table 1: Data from 800 lesson observations in 200 primary schools

	Frequency of teacher behaviours observed in lessons (as a % of each lesson)				
Main Lesson Observation Categories	*Never Observed (%)*	*Rarely Observed (%)*	*Occasionally Observed (%)*	*Consistently Observed (%)*	*Total*
Skills in discussion	58	29	12	1	100
Skills in dialogue	69	26	4	0	100

Chapter 7

Annex 7.1: Overview of the Myanmar Basic Education National Curriculum Framework

Myanmar's Basic Education Curriculum Framework has been developed since September 2013 through intensive discussions and consultations among various stakeholders. It was finally approved by Myanmar's Ministry of Education in May, 2015. The Basic Eudcation Curriculum Framework will have a significant positive impact on Myanmar's basic education system, as it is the first attempt in the educational history of the country to clarify the direction of Myanmar's future basic education. The Basic Eudcation Curriculum Framework is defined as "the systematic written programmes of all fields in formal and non-formal education, which are designed to achieve educational objectives and which includes learning outcomes, contents instructional methods and evaluation." Myanmar's Basic Eudcation Curriculum Framework has significant characteristics as follows:

1 • 21st century skills are introduced

The Curriculum Framework emphasises 21st century skills as expected competencies of students attained after learning activities. The 21st century skills, which is based on a skill model suggested by Partnerships for 21st Century Learning in the USA, is composed of intellectual strength, physical strength, moral and ethical strength, social strength and economic strength. In addition, it also includes higher-order thinking skills, cognitive skills, creative skills, problem-solving skills and leadership skills as cross-cutting competencies.

2 • All-round and balanced development is promoted

The Curriculum Framework emphasises the all-round and balanced development of students, especially in terms of intellectual, physical, social, moral, emotional and aesthetic dimensions. Instead of the current division into core curriculum and co-curriculum, the Curriculum Framework intends that all subjects must have been treated equally without such a division.

3 • Local curriculum is allowed

The Curriculum Framework allows local governments or schools to develop their own curriculum as a portion of the total curriculum. In primary education the local curriculum is up to 120 hours per year, while in secondary education, it is up to 108 hours per year.

The Basic Eudcation Curriculum Framework covers (a) Basic Principles, (b) Objectives, (c) Organization of the curriculum with a focous on learning eares, (d) outlines of curriculum content and siklls for each subject, (e) language of instruction and local curriculum and (f) approaches to student assessment.

Other major features of the Curriculum Framework are the formal recognition of the child-centred approach (CCA) as the pedagogical methodology, a wider use of formative assessment as classroom-based evaluation, and an introduction of assessment at the completion of primary and middle school education.

Chapter 13

Annex 13.1: Introduction to the Ministry of Education Quality Assurance System (MQAS)

The MQAS will be a catalyst for change under the NESP, as it will mainstream quality standards in all schools and educational institutions. Systematic, ideally annual, external quality assurance assessments undertaken in all schools and institutions by trained township inspectors (and possibly other township and district officers) will enable the MOE to establish a quality standards database measuring organisational performance in the provision of quality education.

This database, combined with complementary education management and student performance data, will support evidence-based decision making among education managers across the national education system. In addition, it will enable managers to easily compare and rank schools and educational institutions on the achievement of national quality standards.

Importantly, the MQAS will provide all schools and institutions with accessible, standardised and transparent education standards performance reports (immediately upon completion of a school/institution-based quality assurance assessment) listing the scores they have been awarded in the achievement of minimum national quality standards.

Schools and institutions will then use this data to develop quality improvement plans that will be used to drive and sustain quality improvements in education management, leading to measurable improvements in teaching and student learning achievement.

The school quality performance data generated from the MQAS will be widely disseminated to inform education stakeholders, especially students and parents, on the extent to which schools and institutions are achieving minimum national quality standards. Therefore, the MQAS will play a key role in supporting parental choice regarding where they send their child to study.

Crucially, the MQAS school quality performance data will be used by both education managers and parents to hold school head teachers and managers of educational institutions to account for the achievement of national quality standards.

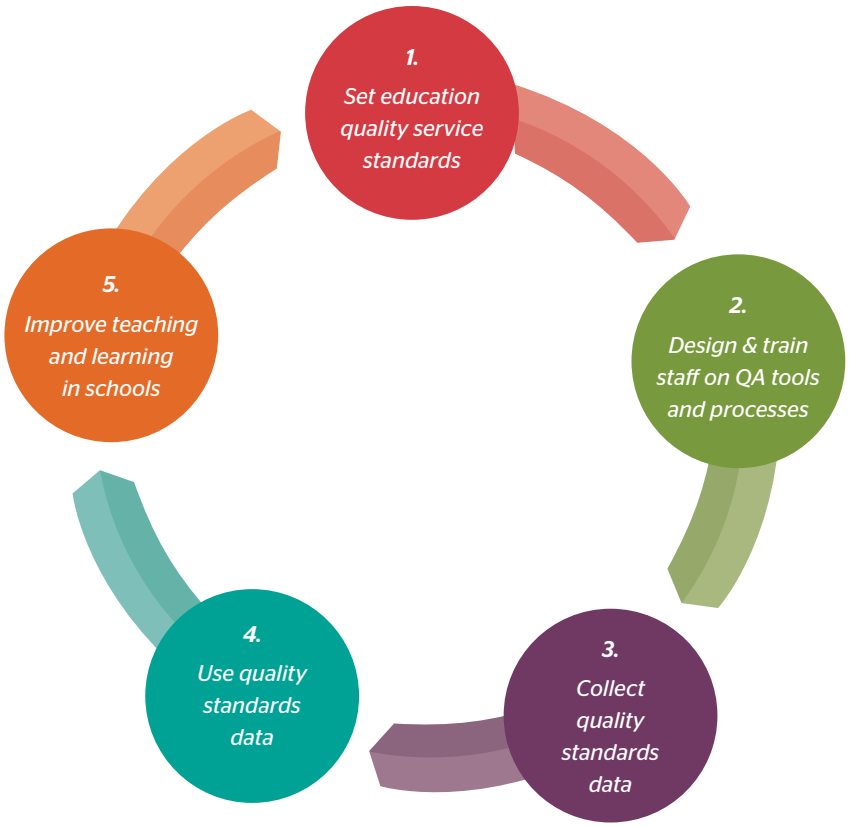
A five-stage MQAS Framework, shown in Diagram 1 above right, has been developed for application in all categories of education service providers in Myanmar. The overall aim of the MQAS Framework is to contribute to measurable improvements in teaching and learning in schools and educational institutions. Each of the five key stages of the MQAS Framework are discussed in greater detail below.

Stage 1: Set education quality service standards

The first stage of the MQAS Framework involves setting measurable quality service standards for all categories of education service providers, such as preschools, basic education schools, NFE providers, TVET centres and universities. These national standards will apply to all service providers within each category, such as all community- and school-based preschools, as well as all preschools managed by private sector and non-profit organisations. Conversely, there must be one set of education quality service standards for all basic education schools, NFE providers, TVET centres and all universities.

Education quality service standards must be evidence based (supported by national and international research and/or best practice lessons) and quantitative. This is essential to enable the transparent and efficient comparison of standards between schools within a particular service provider category. In addition, quantitative service standards significantly reduce the risk of bias and subjective opinions undermining the collection of data during quality assurance assessments undertaken in schools.

Diagram 1: Key stages of Education Quality Assurance System (MQAS) Framework



Stage 2: Design quality assurance tools and train staff on new processes

The second stage of the MQAS Framework involves designing the tools and processes that will be used to assess the achievement of national quality service standards. A quality assurance tool is defined as a well written and designed structured questionnaire that will be used by trained MOE officers and approved partners to undertake external quality assurance assessments of schools and educational service providers. The tool will be supported by detailed guidelines for external assessors to follow to successfully undertake quality assurance assessments. The guidelines will outline a scoring system for assessors to award marks on the extent to which each school has achieved the minimum national quality standards set by the MOE.

The quality assurance tools must be designed in such a way that it is easy to undertake a quality assessment of a school with minimal training; and easy for schools to follow so that they can use the findings to improve teaching and learning in their school.

The MOE will need to appoint and train officers, ideally at district and township levels, to undertake external quality assurance assessments. of schools and educational service providers. The MOE may want to consider renaming and changing the roles and responsibilities of existing school inspectors to become quality assurance advisers.

Stage 3: Collect quality standards data

The third stage of the MQAS Framework involves visits to schools and educational institutions to undertake quality assurance assessments. It is essential for these assessments to be undertaken systematically, or the entire MQAS will be undermined. If quality assurance assessments are undertaken in some schools but not others within a township, then this will make it impossible to compare and identify schools that need help to achieve national quality standards.

In addition, if quality assurance assessments are not undertaken on a regular basis in schools then it will be impossible for head teachers and boards of trustees to use the data from quality assurance assessments to measure their efforts to improve teaching and learning in their schools.

Stage 4: Use quality standards data

Under the MQAS there must be practical and sustainable systems in place for data from the quality assurance assessments to be entered onto a national database and integrated with easy-to-use data management tools. This will enable education managers at all levels of the national education system to use quality standards data to allocate resources (for example, to schools struggling to achieve the minimum national standards set by the MOE) or to hold schools to account (for example, in a situation where a school did not make any improvements in the achievement of national standards over a two-year period (i.e. from one assessment to another)).

Stage 5: Improve teaching and learning in schools

The final, and most important, stage of the MQAS Framework is to undertake analysis of quality standards data over time to assess the contribution being made to improving teaching and learning in schools. This vital stage provides invaluable insight regarding the extent to which different educational inputs , such as teacher training, textbooks, renovated classrooms, management training, etc. are helping schools to achieve minimum government quality standards. This analysis will enable the MOE to prioritise and advocate for expanded funding for inputs that have demonstrated positive impacts on quality education and improved teaching and learning in schools.

Annex 13.2: Benefits of mainstreaming an evidence-based approach to decision making

Shifting from intuition-based to evidence-based decision making will realise significant and immediate positive benefits for Myanmar's education sector:

1 • Addresses inequities in the national education system

Evidence-based decision making will enable senior officials and managers to mainstream equity in their decisions regarding the allocation of human and financial resources to improve teaching and learning in schools. This will fully support government policies and programmes to deliver quality public services to all citizens.

It is important to recognise that while greater equity is often advocated for in government policies, plans and reports, it is often much harder to put into practice. The MOE's approach to evidence-based decision making addresses this constraint by providing practical steps and tools to directly address existing inequities.

2 • Strengthens transparency and accountability in the decision-making process

Evidence-based decision making will significantly improve transparency, as there will be specific evidence to understand how a particular decision was made. For example, with regard to classroom construction, the specific evidence might be national household poverty data aggregated to the township level to assess the equity perspective. MOE national standards data by school, as another example, may list the student-to-permanent-classroom ratio data, in order to assess the education standards perspective.

Evidence-based decision making provides a robust system, which senior officials and managers can use to hold education managers, head teachers and teachers to account.

3 • Reduces risks of bias, corruption or pressure in the decision-making process

Evidence-based decision making eliminates bias or pressure that can undermine the decision-making process. That is because quantitative evidence "speaks for itself" (i.e. the facts are the facts and they cannot be interpreted in a way to suit the needs of an individual). Evidence-based decision making can assist decision-makers put under pressure to make decisions based on unethical practices. Evidence-based decision making also reduces the risk of corruption in the decision-making process.

4 • Maximises value for money for government and development partner investments in education

Evidence-based decision making maximises value for money for government and development partner investments, as it ensures that education inputs will go to the schools that need them the most. This will ensure that investments have the largest potential positive impact on teaching and learning in schools.

Annex 13.3: Integrated data modules for the Performance Monitoring and Accountability System (PeMAS) dashboard

The PeMAS dashboard will be a web-based software application so managers can access the latest up-to-date data in any location that has internet access. However, the PeMAS dashboard will also have a desktop-based design feature so that it can be used in district and township education offices without internet access. Managers will access updates of the PeMAS dashboard database and software programme on a quarterly basis via CDs distributed by MOE officers.

The PeMAS dashboard will list and present key performance data covering the five integrated modules. Each of these modules is discussed in greater detail below.

Diagram 2: Performance Monitoring and Accountability System

PeMAS Module 1: Student Assessment and National Examinations Data

This module will present national examinations data for basic education schools. Over time it will include examination data from all universities and TVET training centres. Data under this module will remain the responsibility of the Department of Myanmar Examinations, but they will make selected data available electronically to link to PeMAS. For example, PeMAS will not need any data on the individual marks or names of students in a particular school; rather the system will only need the average matriculation marks for an entire high school.

The most important performance data for all senior officials to monitor under this module is Grade 5, 9 and 12 examination results listed as the combined average marks for all students who sat the exam in each school. This data is vital for senior officials to track on a regular basis.

PeMAS Module 2: Ministry of Education Quality Assurance System (MQAS) Data

This module will present data on the School Quality Assurance Assessment scores for preschools, basic education schools and educational instituitions. Quality assurance assessments will be undertake by inspectors annually or biannually and will measure the extent to which schools are achieving the minimum quality standards set by the MOE.

PeMAS Module 3: School Census and Mapping Baseline

This module will present data collected from the school census and mapping baseline. In the first year of NESP implementation the Department of Basic Education (DBE) will undertake a school census and mapping baseline exercise in order to collect essential education management data from all preschools and basic education schools. This management data will cover a range of key school performance and quality indicators, such as actual student enrolment and teacher deployment, condition of school infrastructure (classrooms, store rooms, teacher houses), availability of teacher housing, distance to nearest township office, distance to nearest market and bank, number and condition of textbooks, availability of learning materials, access to water and sanitation, number of students who have dropped out of school, number of disabled children accessing education or out of school, availability of electricity and mobile telephone coverage, access (distance) to the nearest middle and high schools, etc.

School census and mapping baseline data will provide an essential data set for NESP preschool and basic education programmes to support evidence-based planning. For example, the DBE needs to access data on access to middle and high schools to expand access to these schools across the country. The data on distance from a primary school to their nearest middle and high school will be used by the DBE to develop an Infrastructure Investment Plan that will prioritise expanding existing middle schools to high schools, as well as building new middle and high schools, in townships with the worst access.

At each school visited data collectors will also take digital photographs of schools so that these images can be listed under this module of PeMAS. This will enable education managers to click on a school (symbol) on a digital map on his/her computer to open a table of NESP baseline information for the school covering many indicators. This profile information will provide a comprehensive picture on the situation in the school prior to NESP implementation. At the end of the five-year NESP an end-line study will be undertaken to collect data to measure the impacts and achievements of NESP programmes.

PeMAS Module 4: HRIS and EMIS

This module will present a selection of key performance indicators drawn from the HRIS and EMIS databases. This information will be integrated and presented alongside the school profile information discussed in Module 3 above.

PeMAS Module 5: NESP Programmes Monitoring Dashboard

This module will present information from the department annual implementation plans (DAIP) for each implementing department, such as their main activities for each quarter, available government funding, the targets they aim to achieve and what their main outputs will be.

Information presented in this module will cover the five screens outlined below.

Screen 1: Budget Performance Data

This screen will present key performance data on the expenditure of government funds to implement NESP programmes. In graphical form this screen will show approved funding by quarter against the funds spent per quarter. This screen will provide senior department officials with a snapshot of the spending of approved government funds. Importantly, it will enable senior officials to demand action when expenditure per quarter is below what was planned at the start of the year.

Screen 2: Activities Performance Data

This screen will present data on the KPIs listed in DAIPs. With this information senior officials will be able to see which staff are implementing their plans on schedule, and which staff are falling behind.

Screen 3: Programme Evidence Data

This screen will present the physical evidence of the achievement of activities and milestones listed in DAIPs. This is an extremely important screen in terms of accountability. Upon completion of programme activities, such as workshops, training courses and procurement of goods and services, department staff will be required to list the physical evidence in PeMAS to prove that:

i Activities took place, such as workshops and training course by listing workshop reports (including scans of attendance sheets and other evidence, e.g. dated digital photographs of the event).

ii Items were purchased and delivered, such as textbooks or classrooms. For goods and services, department staff will be required to upload scans of official purchase orders, and/or copies of cheques for payments made, official receipts and signed contracts. For the construction of buildings, they might also be required to list digital photographs showing different stages of construction, and construction supervision reports.

Screen 4: Oversight Performance Data

This screen will present performance data on the assessments undertaken by senior officials of evidence submitted by department staff under Screen 3. This is another very important data screen in terms of accountability, as it requires assigned senior officials to examine the evidence data submitted in screen 3 and then electronically approve it as satisfactory or reject it as inadequate.

Screen 5: High-level Results Performance Data

This screen will present performance data on the achievement of intermediate targets, intermediate outcomes and end outcomes listed in the high-level results tables for each programme. This screen will enable senior managers to monitor the extent to which department staff are achieving the high-level results listed in the NESP.

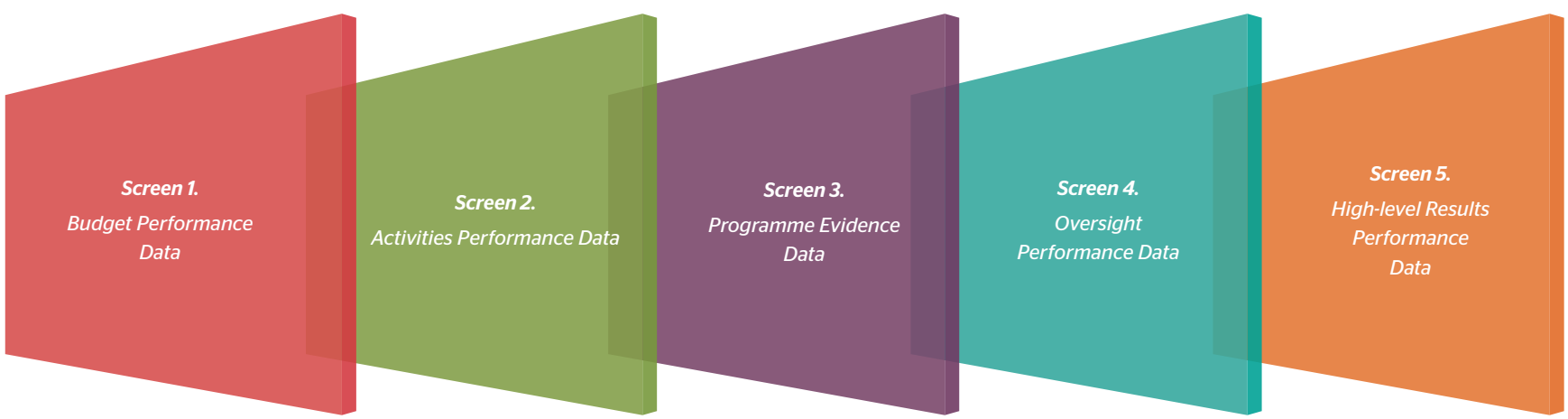
Annex 13.4: Annual Performance Review and Annual Budget Review

Annual Performance Review

A newly proposed, sector-wide co-ordination mechanism to support the successful implementation of the NESP is an APR. An APR is a one-week joint assessment of what has been achieved in the sector over the last 12 months.

The APR, led by the MOE, involves a wide range of education stakeholders, such as senior officials from the MOE and partner ministries, state/region ministers of education and senior officials, senior education advisers, development partners, and representatives from non-governmental organisations. The APR can provide a useful opportunity to involve education managers from districts and townships.

Diagram 3: Five screens of the NESP Programmes Performance Dashboard



The overall aim of the APR is to assess the achievement of results across the sector over the last 12 months. The review also provides an opportunity to:

- i Undertake a cross-sector analysis of sector performance, with a specific emphasis on strengthening synergies between programmes and identifying efficiency savings.
- ii Assess and understand the consistency of performance through comparing individual programme performance.
- iii Identify opportunities to strengthen alignment and partnerships between NESP programmes and those funded by non-governmental organisations.
- iv Understand and address policy gaps and other barriers impeding the implementation of NESP programmes.
- v Publicly recognise managers that have excelled in achieving results over the last 12 months.
- vi Identify recommendations for specific programmes to consider in the coming months to improve implementation performance.
- vii Identify recommendations, listed in an APR Recommendations Report, for the MOE to consider to support the overall implementation of the NESP.

If APRs are found to be successful in the first three years of the NESP, then the MOE may want to consider expanding this co-ordination and performance review mechanism to involve state/region annual sector performance reviews.

Annual Budget Review

A second, newly proposed, sector co-ordination mechanism is an ABR. An ABR is two-day meeting between senior MOE officials, key partner ministries and selected development partners to review the budget proposals for the forthcoming government financial year. The overall aim of the ABR to is to undertake a rigorous technical review of the programmes and costs proposed by each MOE Department. The ABR provides an opportunity to:

- i Assess the extent to which department budget proposals (based on Ministry of Finance and Ministry of Planning and National Development templates) are fully aligned with the NESP, the National Education law and any recent government policy announcements.
- ii Assess the extent to which department budget proposals are: (a) accurately costed; (b) are likely to be fully achieved in the next financial year; and (c) reflect value for money for the government and DPs.
- iii Review and assess the extent to which Department budget proposals will clearly contribute to the achievement of the NESP goal and the nine Transformational Shifts.
- iv Review detailed budget tables that Department budget proposals are drawn from, with a special focus on unit costs.
- v Undertake a rapid analysis of Departmental submissions against their performance over the last 12 months in terms of outputs and expenditure.

Chapter 14

Annex 14.1: Development Assistance from AIMS

The table below provides information on programmed assistance to support the education sector over the period of the NESP. Data is from the government's Aid Information Management System (AIMS).

The table only provides a flavour of expected development assistance over the NESP period. This is because many development partners have not programmed their activities for the outer years and are in the final stages of planning their initial programmes for the NESP (such as UKAID and DFAT). Furthermore, it also includes finance that was programmed before the introduction of the NESP and which therefore does not cover NESP activities.

Accounting for both factors, it is most likely that the table underestimates total development assistance for the NESP. According to this data there is 484 MMK billion for the NESP period, which is equivalent to 96.9 MMK billion each year.

Table 1: Development partner assistance over the NESP period (current programming only), million MMK

Development Partner	*Planned commitments*	*Length of commitments*
World Bank	87,920	2014–18
Asian Development Bank	2,198	2014–16
United Nations Children's Fund	51,795	2014–17 (various)
DFAT– Australian Aid Programme	12,485	2012–16
Department for International Development	4,009	2014–16
European Union	291,764	2014–20
Korea International Co-operation Agency	12,089	2015–17
Japan International Co-operation Agency	8,455	2013–17 and 2014–17
Government of Norway	6,859	2014–16, 2013–16 and 2015–18
Danish International Development Agency	1,154	2014–16
New Zealand International Aid and Development Agency	827	2014–17 and 2015–19
KfW Entwicklungsbank	4,924	2015–17
Total	**484,478**	

Source: AIMS (19/05/2015); Note: i) the ADB's PYWP discussed below is not included here; ii) EU's planned contributions have been added to the table, even though the money has not been programmed yet; iii) Exchange rates based on 19/05/2015; iv) For some donors as long as grant funding is committed in the time period specified it can be spent outside that period.

Acronyms

ASEAN	Association of Southeast Asian Nations
AQRFHE	ASEAN Quality Reference Framework for Higher Education
APR	Annual Sector Performance Review
ABR	Annual Sector Budget Review
AY	Academic Year
ADB	Asian Development Bank
AIMS	Aid Information Management System
AECC	National Alternative Education Co-ordination Committee
AE-QSAF	Alternative Education Quality Standards Assessment Framework
BE	Basic Education
BOT	Board of Trustees
CESR	Comprehensive Education Sector Review
CDTs	Curriculum Development Teams
CAPS	Continuous Assessment and Progression System
CETs	Chapter End Tests
CFS	Child-friendly School
CCA	Child-centred Approach
CVT	Centre for Vocational Training (CVT)
CBOs	Community-based Organisations
CIEP	Compulsory and Inclusive Education Programme
CSOs	Civil Society Organisations
CPD	Continuous Professional Development
COEs	Centres of Excellence
DAE	Dept. of Alternative Education
DE	Distance Education
DBE	Department of Basic Education
DERPT	Dept. of Educational Research, Planning and Training
DHE	Dept. of Higher Education
DME	Dept. of Myanmar Examinations
DMNL	Dept. of Myanmar Nationalities' Languages
DRI	Dept. of Research and Innovation
DRR	Disaster Risk Reduction
DTPC	Dept. of Technology Promotion and Coordination
DTVET	Dept. of Technical and Vocational Education and Training
DG	Director General
DDG	Deputy Director General
DAIP	Department Annual Implementation Plan
DFID	Department for International Development
DFAT	Australian Department of Foreign Affairs and Trade

ECCD	Early Childhood Care And Development
EFA	Education for All
EGRA	Early Grade Reading Assessment
ESDL	Employment and Skills Development Law
EMIS	Education Management Information Systems
EOSWG	Employment Opportunities Sector Working Group
EPSSim Myanmar	Education Policy and Strategy Simulation Model
ESWG	Education Sector Working Group
GDP	Gross Domestic Product
GPE	Global Partnership for Education
HEIs	Higher Education Institutions
HEQAA	Higher Education Quality Assurance Agency
HECC	Higher Education Co-ordination Council
HRIS	Human Resource Information System
INGOs	International Non-governmental Organisations
ITCs	Industrial Training Centres
IQA	Internal Quality Assurance
ICT	Information and Communication Technology
JICA	Japan International Co-operation Agency
KG	Kindergarten
KPIs	Key Performance Indicators
MOE	Ministry of Education
MQAS	Ministry of Education Quality Assurance System
MSWRR	Ministry of Social Welfare, Relief and Resettlement
MLA	Monitoring of Learning Achievement
MMK	Myanmar Kyat
MNQF	Myanmar National Quality Framework
MoRA	Ministry of Religious Affairs
MLRC	Myanmar Literacy Resource Centre
MIS	Management Information System
M&E	Monitoring and Evaluation
MDEF	Multi-donor Education Fund
MDTF	Multi-donor Trust Fund
NESP	National Education Strategic Plan
NFE	Non-formal Education
NEL	National Education Law
NFP EP	Non-formal Primary Education Equivalency Programme
NGOs	Non-governmental Organisations
NIR	Net Intake Rate
NCF	National Curriculum Framework

NSSA	National Skills Standards Authority
NSIP	National School Infrastructure Investment Plan
NCF	National Curriculum Framework
NAP	National Assessment Policy
NCTPD	National Centre for Teacher Professional Development
NFMS EP	Non-formal Middle School Education Equivalency Programme
NYEC	National Youth Education Certificate
NESQAEC	National Education Standards and Quality Assurance Evaluation Committee
NIHED	National Institute for Higher Education Development
NEPC	National Education Policy Commission
OECD	Organisation for Economic Co-operation and Development
PTAs	Parent Teacher Associations
PPP	Private-Public Partnerships
PMTs	Programme Management Teams
PeMAS	Performance Monitoring and Accountability System
PFM	Public Financial Management
PYWP	Preparing Youth for the Workplace Programme
QAS	Quality Assurance System
RPL	Recognition of Prior Learning
R&D	Research and Development
SDG	Sustainable Development Goal
SBLP	Summer Basic Literacy Programme
SIP	School Improvement Plan
SQSAF	School Quality Standards Assurance Framework
SBM	School-based Management
TVET	Technical and Vocational Education and Training
TAMs	Teacher Trainers and Mentors
TOC	Theory of Change
TEOs	Township Education Offices
TEC	Teacher Education Council
TEIs	Teacher Education Institutions
TPTC (Baelin)	Technical Promotion Training Centre (Baelin)
UN	United Nations
USD	United States Dollar
UNESCO	United Nations Educational, Scientific, and Cultural Organisation
UOEs	Universities of Education
UDNR	University for the Development of National Races for the Union
UNICEF	United Nations Children's Fund
UKAID	United Kingdom International Development Assistance
WASH	Water, Sanitation and Hygiene

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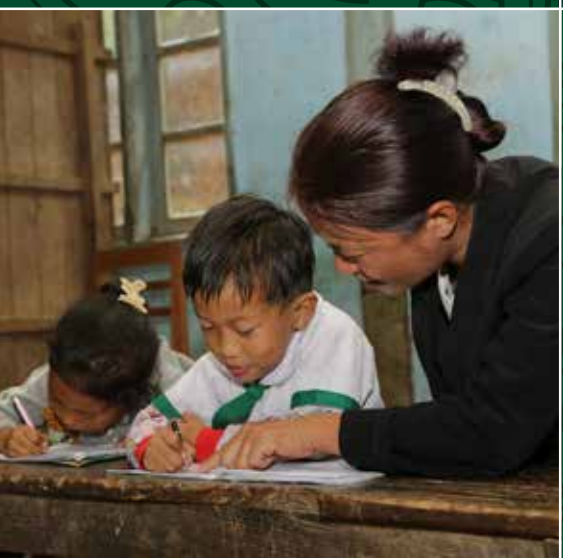
Ministry of Education, Nay Pyi Taw